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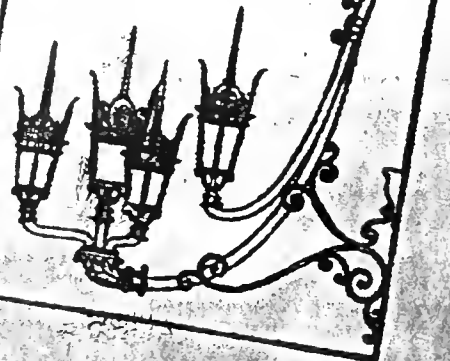
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Boston's Proposed
COMMUNITY RENEWAL PROGRAM

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CRP

APPLICATION FOR COMMUNITY RENEWAL PROGRAM GRANT BINDER NO.
PROJECT NO. MASS.

Boston Redevelopment Authority
Boston, Massachusetts

SUBMISSION DATE:

CODE NO.	CHECKLIST OF DOCUMENTS	NO. IN BINDER
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CR 101	Form H-6400: Application for Community Renewal Program Grant	<u> X </u>
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CR 102	Status of present and proposed urban renewal activities	<u> X </u>
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CR 103	Extent and usefulness of prior CRP work	<u> X </u>
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CR 111	Evidence respecting general plan	<u> X </u>
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CR 121	Description of proposed work program	<u> X </u>
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	1. Work Items to be Undertaken	<u> X </u>
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	2. Work Item Performance	<u> X </u>
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	3. Work Item Schedule	<u> </u>
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CR 141	Form H-6410: Community Renewal Program Budget	<u> X </u>
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CR 142	Narrative Statement in support of budget estimate	<u> X </u>
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	Attachment A: Form H-630 Local Public Body Staffing and Salary Schedule	<u> X </u>
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	Attachment B: Form H-681 Work Activities to be Performed under Contract	<u> X </u>
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CR 143	Evidence of availability of non-federal funds	<u> X </u>
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	Attachment A: Letter from Mayor of Boston	<u> X </u>
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APPLICATION FOR COMMUNITY RENEWAL PROGRAM GRANT
PROJECT NO. MASS.

Page 2.

Boston Redevelopment Authority
Boston, Massachusetts

CODE NO.	CHECKLIST OF DOCUMENTS	NO. IN BINDER
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CR 151	Resolution of governing body of applicant	<u> X </u>
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	Certificate of recording officer	<u> </u>
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CR 152	Resolution of governing body of municipality	<u> X </u>
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	Certificate of recording officer	<u> </u>
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CR 153	Evidence of legal eligibility of applicant	<u> </u>
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	Attachment A: Opinion of Counsel	<u> </u>
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	Attachment B: Legal documentation	<u> </u>
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November 15, 1965

To the City Council:

Gentlemen:

I am pleased to recommend that the City Council approve an application for a \$700,000 federal grant to carry out a 2-year community renewal program study in Boston.

This grant will permit the City to establish vital techniques and processes for coordinating the City's physical redevelopment with its community action program. It will offer ways and means of expanding the City's industrial and commercial base; of matching jobs to people; of achieving expanded trade through the Port of Boston.

CRP will offer the City Government an opportunity to take stock of its progress on the Development Program, to determine what priorities shall obtain among activities still to be undertaken, and to define the particular public actions which will assure completion of the Program by 1975.

The City now has a 12-year capital improvements program; it has recently adopted an amended general plan for the next 10 years. Both are useful guides for public and private actions, but neither can achieve that precise coordination of physical rebuilding with social and economic needs, which the community now requires to give lasting impact to its Development Program achievements. The Community Renewal Program offers this precise coordination.

The CRP study will cost an estimated \$1,050,000. The federal grant meets two-thirds of the cost. The City's share over two years, 1966-1967, will be about \$300,000. The Port Authority and ABCD will contribute an additional \$50,000.

I respectfully request your approval of the attached resolution authorizing the Development Administrator, Boston Redevelopment Authority, to apply to the Housing and Home Finance Agency for a community renewal program grant of \$700,000.

Respectfully,

Mayor

Enclosure

Mayor John F. Collins
City Hall
Boston, Massachusetts

Dear Mayor Collins:

The Boston Redevelopment Authority has approved submission to you and the City Council of an application for \$700,000 in federal funds to carry out a two-year community renewal program study in Boston.

Community renewal program studies will concentrate on answering several urgent questions now facing the people of Boston:

- (1) How can Boston's public and private sectors produce long-term constructive economic change?
- (2) What can be done to improve the Port of Boston's trading position?
- (3) What jobs will Boston's economy offer in the next decade, and how can the community assure that the unemployed can secure their share of such jobs?
- (4) What steps can be taken to establish a private housing market which will offer satisfactory housing to all people regardless of income and race?
- (5) What kinds of information on changes in neighborhood conditions can be provided on a daily basis to municipal officials?

Of particular interest to you will be a major study devoted to finding ways by which Boston can finance its government and its redevelopment over the next several years. Other municipal functions for which CRP will provide program proposals include:

- (1) Sewer and water services.
- (2) Recreation, and municipal housekeeping.
- (3) Parking and Streets.

Mayor John F. Collins

Page 2.

It is anticipated that as the CRP study progresses its staff will issue a variety of memoranda and substantive reports which will be available to the City for immediate use.

The City's cost for the study will be about \$300,000, split equally over two years. An additional sum of \$50,000 will be contributed by the Massachusetts Port Authority and ABCD for portions of the Program particularly affecting them.

The attached document contains a full description of all studies, costs, and processes involved. In order to proceed any further on this application, it will be necessary for the City Council to approve the enclosed resolution.

Sincerely,

Monsignor Francis J. Lally,
Chairman,
Boston Redevelopment Authority

Enclosures

MEMORANDUM

TO: Boston Redevelopment Authority

FROM: Edward J. Logue

DATE:

SUBJECT: Authorization of Application for Community
Renewal Program

The Development Program has reached a stage where it is appropriate to define those longer-range actions which now must be undertaken if Boston is to obtain fullest benefits from its Urban Renewal Program.

The most useful vehicle for such definition is a federal community renewal program grant. This grant is available to Boston on a 2/3 - 1/3 basis for studies aimed particularly at setting goals and priorities for public and private actions in community development.

Over the past two years the Redevelopment Authority has drawn a 12-year capital improvements program, a 10-year general plan, and completed eight GNRP plans. Community renewal program studies become a useful complement to these efforts.

CRP provides a means to implement proposals in the General Plan. It offers development of processes to carry out the more intricate tasks in the capital improvements program. It extends to the remainder of the City the creative planning which has been achieved in the general neighborhood renewal plans.

I recommend the Authority request this City to submit to the Federal Housing and Home Finance Agency this application for a \$700,000 grant to do a community renewal program study.

The local share will be \$350,000, a portion of which will be contributed by the Massachusetts Port Authority and ABCD. Boston's portion can be contributed equally over two years, amounting to about \$150,000 a year

VOTED: That the Development Administrator is authorized to submit to the Mayor and Council a request of the United States Housing and Home Finance Agency for a grant of \$700,000 to carry out a community renewal program study in Boston during 1966-1967.

HOUSING AND HOME FINANCE AGENCY
URBAN RENEWAL ADMINISTRATION

APPLICATION FOR COMMUNITY RENEWAL PROGRAM GRANT

(TO BE FILLED IN BY HHFA)

COMMUNITY RENEWAL PROGRAM NO.

DATE RECEIVED

INSTRUCTIONS: Prepare original and 3 conformed copies for HHFA. Place original in Binder No. 1, copies in Binders No. 2, 3, and 4.

A. APPLICANT (Correct legal name of applicant authorized to enter into contracts with the United States)

BOSTON REDEVELOPMENT AUTHORITY

B. LOCALITY

Boston, Massachusetts

C. PURPOSE OF APPLICATION (Check one only)

1. ☐ Federal grant for preparation of Community Renewal Program2. ☐ Federal grant for completion of Community Renewal Program3. ☐ Federal grant for revision, updating, or extension of previously completed Community Renewal Program4. ☐ Revision of previously approved application dated

, 19

D. AMOUNTS

USE ONLY IF ITEM C4 IS CHECKED

REQUESTED FOR APPROVAL

PREVIOUSLY APPROVED

ADJUSTMENT (+ OR -)

1. Federal grant applied for

\$

() \$

\$

700,000

2. Non-Federal funds to be made available

()

350,000

3. Total estimated cost

\$

() \$

\$

1,050,000

The Applicant identified above hereby makes application for a grant, under the provisions of Section 103(d) of the Housing Act of 1949, as amended, to aid in defraying the cost of the preparation or completion of a Community Renewal Program, comprising certain studies, surveys, technical services, and other activities as more fully described in the documentation submitted in support hereof.

The Applicant represents that it has or will have available, when needed, sufficient funds to defray, with the requested grant, the cost of the preparation or completion of a Community Renewal Program; that the data and information in support of and constituting part of this application for a grant are true, correct, and complete; that the filing of this application has been duly authorized, and that the undersigned officer (or officers) have been duly empowered (1) to file this application for and in behalf of the Applicant, (2) to provide such additional information and documents as may be required, and (3) otherwise to act as the authorized representative of the Applicant in connection with all matters pertaining to this application and any grant contract that may be executed pursuant to this application.

IN WITNESS WHEREOF, the Applicant has caused this application to be duly executed in its name by its undersigned officer (or officers) on this _____ day of _____, 19____, in _____, County of _____, State of _____.

Legal Name of Applicant (i.e., the agency
authorized to contract with the Federal Government)

By _____

Signature of Authorized Officer

Development Administrator

Title of Authorized Officer

HOUSING AND HOME FINANCE AGENCY
URBAN RENEWAL ADMINISTRATION

COMMUNITY RENEWAL PROGRAM BUDGET

NAME OF PUBLIC BODY

Boston Redevelopment
Authority

ADDRESS

1108 City Hall Annex
Boston, Massachusetts

INSTRUCTIONS: Initial Budget: Prepare original and 6 copies for HHFA. Submit original and 3 copies in Binder No. 1, copies in Binders No. 2, 3, and 4. Revised Budget: If with amendatory application, follow "Initial Budget" instructions. Otherwise, submit original and 3 copies to HHFA.

COMMUNITY RENEWAL PROGRAM NUMBER (if assigned by HHFA)

BUDGET NO.

1.

DATES OF HHFA BUDGET APPROVALS (Complete for revision only)

Budget No. 1, _____, 19____ Latest Approved Budget (No. _____), _____, 19____

ACCOUNT CLASSIFICATION

TO BE COMPLETED BY PUBLIC BODY

TO BE FILLED
IN BY HHFA

FOR REVISION ONLY

LATEST APPROVED
BUDGETBUDGET REQUESTED
FOR _____ MONTHSBUDGET APPROVED
FOR _____ MONTHS

NUMBER

DESCRIPTION

(a)

(b)

(c)

C 1410.2

Staff Salaries

\$

\$

231,300

\$

C 1410.7

Employee Benefit Contributions

55,602

C 1410.91

Travel

11,270

C 1410.92

Reproduction and Reports

29,980

C 1410.93

Other Administrative Costs

10,850

1430

Contract Services

600,000

C 1460

Other Costs (Specify below; attach additional sheets if necessary)

a.

b.

c.

C 1475

Nonexpendable Equipment

8,595

Subtotal (All account classifications)

\$

\$

947,597

\$

Contingencies

102,403

TOTAL COMMUNITY RENEWAL
PROGRAM BUDGET

\$

\$

1,050,000

\$

Approval of the Community Renewal Program Budget in the amounts and for the time period shown in Column (b) is hereby requested.

Date

Signature of Authorized Officer

Development Administrator

Title

The Community Renewal Program Budget is hereby approved in the amounts and for the time period shown in Column (c). The authorized activities shall be completed by _____, 19____.

Date

Regional Director of Urban Renewal, Region _____

HOUSING AND HOME FINANCE AGENCY URBAN RENEWAL ADMINISTRATION		PROJECT NUMBER (if known)							
LOCAL PUBLIC AGENCY STAFFING AND SALARY SCHEDULE		PROJECT LOCALITY Boston, Massachusetts							
See reverse side for instructions and for Certificate to be completed.									
NAME OF LOCAL PUBLIC AGENCY Boston Redevelopment Authority		This Form H-630 supports budget (H-627) dated _____, 19____. Page <u>2</u> of <u>2</u> Pages (H-6220) H-6410							
BUDGET ACTIVITY CLASSI- FICATION	POSITION TITLE	ANNUAL SALARY RATE		PERCENTAGE ALLOCATION OF EMPLOYEES' TIME CHARGEABLE TO:				NUMBER OF MONTHS POSITION WILL BE OCCUPIED (7)	AMOUNT OF SALARY CHARGEABLE TO THIS BUDGET (9)
		PROPOSED (1)	CURRENT (if not equal to amount in Col. 1) (2)	OTHER TITLE I BUDGETS (3)	PHA PROGRAMS (4)	OTHER (excluding this budget) (5)	THIS BUDGET (6)		
	<u>Planning</u>								
	Planning Administrator								
	CRP Director		17,500	50		40	10	24	1,750
	Program Analyst (Recrea., Health and Related Facil- ities, and Historical Conservation)		17,000				100	24	34,000
	Program Analyst (Econ. Change & Port)		11,000				100	24	22,000
	Program Analyst (Jobs, Hu- man Resources and Housing)		11,000				100	24	22,000
	Program Analyst (Neighbor- hood Change, Financing, Surveys)		11,000				100	24	22,000
	Program Analyst (Parking, Utilities, Streets, Housekeeping)		11,000				100	24	22,000
	Adm. Asst. for Admin-Fin. Editor		10,000				100	24	20,000
	Secretary III		12,000				100	24	24,000
	Secretary III		4,500				100	24	9,000
	Secretary III		4,500				100	24	9,000
	Secretary III		4,500				100	24	9,000
	Sub Total		125,000				100	24	216,750
	Total		270,488						231,300

HOUSING AND HOME FINANCE AGENCY
URBAN RENEWAL ADMINISTRATION

LOCAL PUBLIC AGENCY STAFFING AND SALARY SCHEDULE

PROJECT NUMBER (if known)

PROJECT LOCALITY

Boston, Massachusetts

See reverse side for instructions and for Certificate to be completed.

NAME OF LOCAL PUBLIC AGENCY

This Form H-630 supports budget

BOSTON REDEVELOPMENT AUTHORITY

(H-627)
Form (H-627) dated 11-5-10

Page 1 of 2 Pages

BUDGET ACTIVITY CLASSI- FICATION	POSITION TITLE	ANNUAL SALARY RATE		PERCENTAGE ALLOCATION OF EMPLOYEES' TIME CHARGEABLE TO:				NUMBER OF MONTHS POSITION WILL BE OCCUPIED	AMOUNT OF SALARY CHARGEABLE TO THIS BUDGET
		PROPOSED (1)	CURRENT (If not equal to amount in Col. 1) (2)	OTHER TITLE I BUDGETS (3)	PHA PROGRAMS (4)	OTHER (excluding this budget) (5)	THIS BUDGET (6)		
	Office of the Development Administrator								
	Development Administrator		\$ 25,000	85		10	5	24	\$ 2,500
	Ass't. Admin. For Development		18,000	85		10	5	24	1,800
	Administrative Ass't. III		9,744	85		10	5	24	974
	Budget Officer		8,820	85		10	5	24	882
	Sub-Total		<u>\$ 61,564</u>						<u>\$ 6,156</u>
	Office of Administrative Management								
	Director of Admin. Management		\$ 20,500	65		30	5	24	\$ 2,050
	Development Specialist III		8,000	65		30	5	24	800
	Personnel Officer		10,418	65		30	5	24	1,042
	Public Relations Officer		8,334	65		30	5	24	834
	Sub-Total		<u>\$ 47,252</u>						<u>\$ 4,726</u>
	Operations								
	Comptroller		\$ 11,760	70		25	5	24	\$ 1,176
	Chief Accountant		9,450	70		25	5	24	945
	Accountant II		7,938	70		25	5	24	794
	Accountant I		7,524	70		25	5	24	752
	Sub-Total		<u>\$ 36,672</u>						<u>\$ 3,668</u>

HOUSING AND HOME FINANCE AGENCY
URBAN RENEWAL ADMINISTRATION

SURVEY AND PLANNING WORK ACTIVITIES TO BE PERFORMED UNDER CONTRACT

PROJECT NUMBER (if known)

PROJECT LOCALITY

Boston, Massachusetts

INSTRUCTIONS: Submit original and 3 copies
to HHFA in support of Form H-627.

NAME OF LOCAL PUBLIC AGENCY

BOSTON REDEVELOPMENT AUTHORITY

This Form H-681 supports survey and planning budget
Form H-627, dated 10-10-67, 1967.

NUMBER OF BUDGET ACTIVITY CLASSI- FICATION FROM FORM H-627 (1)	WORK ITEMS (Group Code Nos. from Final Project Report Checklist to be performed under each Contract) (2)	ESTIMATED STARTING DATE (Month and Year) (3)	ESTIMATED COMPLETION DATE (Month and Year) (4)	ESTIMATED CONTRACT COST (5)	(6)
	Economic Change	1/66	1/68	\$ 100,000	"E" Based on preliminary discussions with Boston College
	Port Study	1/66	1/68	60,000	"E" Based on preliminary discussions with Mass. Port Authority
	Jobs & Human Resources	1/66	1/68	60,000	"E" Based on preliminary discussions with Action for Boston Community Development
	Housing: New and Rehabilitated	1/66	6/67	60,000	"E" Previous local experience, experience in other cities, & recent staff studies
	Profile of Neighborhood Change	1/66	1/68	30,000	"E" Based on preliminary discussions with Boston College
	Recreation	6/66	6/67	15,000	"E" Based on preliminary discussions with ABCD and local staff estimates
	Health and Related Facilities	6/66	6/67	15,000	"E" Based on preliminary discussions with ABCD
	Municipal Housekeeping	1/67	1/68	15,000	"E" Based on preliminary discussions with Boston College
	Parking	1/67	1/68	30,000	"E" Local staff estimates
	Street Sufficiency	1/67	1/68	30,000	"E" Based on previous local experience and experience in other cities
	Utilities	6/66	1/68	115,000	"E" Based on previous local experience
	Historical Conservation Surveys	1/66	1/67	10,000	"E" Local staff estimates
		1/66	6/66	30,000	"E" Based on previous local experience and experience in other cities.
	Financing	4/67	1/68	30,000	"E" Local staff estimates

EXPLANATION OF PROPOSALS OR ESTIMATES
(Indicate "p" for Proposals,
"E" for Estimates, and
source or basis of Column (5) amount)

STATEMENT IN SUPPORT OF BUDGET

CODE NO. CR142

The Community Renewal Program Budget as outlined in CR141, Form H-6410, includes both the Federal Grant and required local contributions to be expended over the 24-months duration of the Program.

C 1410.2 - Core Staff Salaries

\$215,000

Salaries included in this Budget are those of people who will be assigned full-time to CRP work over the two-year period:

<u>Position</u>	<u>Annual Salary</u>	<u>Two Year Total</u>
CRP Director	\$ 17,000	\$ 34,000
Program Analyst	11,000	22,000
Program Analyst	11,000	22,000
Program Analyst	11,000	22,000
Program Analyst	11,000	22,000
Program Analyst	11,000	22,000
Adm. Asst. for Admin. and Finance	10,000	20,000
Editor	12,000	24,000
Secretary III	4,500	9,000
Secretary III	4,500	9,000
Secretary III	4,500	9,000
TOTAL	\$107,500	\$215,000

Allocated salaries of other BRA Personnel who will contribute to the Community Renewal Program total \$16,300:

Office of Development Administrator	\$ 6,156
Office of Administrative Management	4,726
Operations	3,668
Planning	<u>1,750</u>
TOTAL	<u>\$16,300</u>

Refer to accompanying Form H-630 for a complete list of staff positions and salaries.

C 1410.7 - Employee Benefit Contributions

\$55,602

Administrative Staff - Indirect Costs

\$ 4,002

Office of Development Administrator

Retirement: \$1,230

Health Insurance: \$246

Office of Administrative Management

Retirement: \$944

Health Insurance: \$282

Operations

Retirement: \$734

Health Insurance: \$146

Planning

Retirement: \$350

Health Insurance: \$ 70

Direct Staff Costs

\$51,600

Retirement: \$43,000

Health Insurance: \$8,600

Employee Benefits include BRA contributions to the City of Boston.

Retirement Fund and to Medical Insurance:

1. Retirement contributions are made at the average annual rate of ten percent of employees' gross salary.
2. Medical Insurance is based on an average rate of two percent of employees' gross salary.

C 1410.91 - Travel

\$11,270

Local Travel

\$ 1,820

Mileage, cab, transit fares, etc. \$1,820
\$5.00/week for 7 persons

Out-of-State Travel

\$ 9,450

14 trips to HHFA, Regional I, \$1,050
New York @ \$75 per trip
7 persons/2 trips each

4 trips to HHFA, Central Office,
Washington, D.C., @ \$150 per trip
2 persons/2 trips each

A.I.P. Convention - 7 persons \$1,400
2 trips @ \$100 each

A.S.P.O. Convention - 7 persons \$1,400
2 trips @ \$100 each

Philadelphia - 7 persons \$1,400
2 trips @ \$100 each

Detroit - 7 persons \$1,400
2 trips @ \$100 each

San Francisco - 7 persons \$2,800
1 trip @ \$400 each

C 1410.92 - Reproduction and Reports

Item:

<u>Publications</u>	<u>\$29,980</u>
Final Report - 1500 copies	\$20,000
Summary Report - 1500 copies	5,000
3 Intermittent Reports @ \$1500	4,500
Monthly Reports @ \$20	480

C 1410.93 Other Administrative Costs

<u>Item:</u>	<u>BRA Total Annual Admin. Cost</u>	<u>2.5% Allocated to CRP-2 years</u>
Rent - City Hall	\$110,000	\$ 5,550
Electricity	4,000	200
Telephone & Telegraph	52,000	2,600
Postage	5,000	250
Office Supplies & Materials	40,000	2,000
Miscellaneous	<u>5,000</u>	<u>250</u>
<u>TOTALS</u>	<u>\$216,000</u>	<u>\$10,850</u>

C 1430 - Contract Services

\$600,000

Contract services are to be provided as set forth in CR121 and accompanying Form H-681. Estimates are based on best information now available. Justification of each cash contract estimate is incorporated on Form H-681.

C 1475 - Nonexpendable Equipment

<u>No.</u>	<u>Item</u>	<u>Unit Cost</u>	<u>Total Cost</u>
8	Executive Desks	\$165	\$1,320
3	Secretarial Desks	190	570
8	Executive Chairs	50	400
3	Secretarial Chairs	45	135
8	Auxiliary Chairs	25	200
2	10-Drawer Map Files	375	750
8	4-Drawer Letter Files	65	520
8	4-Drawer Legal Files	80	640
3	Electric Typewriters	420	1,260
2	Calculators	900	1,800
4	Adding Machines	250	<u>1,000</u>
	<u>TOTAL</u>		<u>\$8,595</u>

TOTAL COSTS
ALLOCATED AMONG STUDIES

I.	Economic Change	\$ 175,000
II.	Port	125,000
III.	Jobs and Human Resources	100,000
IV.	Housing - New and Rehabilitated	100,000
V.	Profile of Neighborhood Change	50,000
VI.	Recreation	25,000
VII.	Health and Related Facilities	25,000
VIII.	Municipal Housekeeping	25,000
IX.	Parking	50,000
X.	Street Sufficiency	50,000
XI.	Utilities	200,000
XII.	Historical Conservation	15,000
XIII.	Surveys	50,000
XIV	Financing	<u>60,000</u>
	<u>TOTAL</u>	<u>\$1,050,000</u>

EVIDENCE OF AVAILABILITY OF NON-FEDERAL FUNDS CODE NO. CR143

The sum of \$347,452 is required as the local share of the total CRP Budget of \$1,042,357, as set forth in CR101 (Form H-6400: Application for Community Renewal Program Grant) and CR141 (Form H-6410: Community Renewal Program Budget).

The local share will be financed as follows:

1. By participating Agencies (see attached \$ 50,000 Letters of Intent):

From the Massachusetts Port Authority	\$20,000
From Action for Boston Community Development in the form of staff services	\$30,000

2. By the City of Boston \$297,452

D R A F T

RESOLUTION OF BOSTON CITY COUNCIL APPROVING THE PREPARATION OF A COMMUNITY RENEWAL PROGRAM FOR THE CITY OF BOSTON, AND THE FILING OF AN APPLICATION FOR A FEDERAL GRANT TO ASSIST IN FINANCING ITS PREPARATION.

WHEREAS, under Title I of the Housing Act of 1949, as amended, the Housing and Home Finance Administrator is authorized to make grants for the preparation or completion of Community Renewal Programs; and

WHEREAS, it is desirable and in the public interest that the Boston Redevelopment Authority prepare a Community Renewal Program for the City of Boston, situated in the County of Suffolk and State of Massachusetts; and

WHEREAS, it is recognized that the Federal contract for a grant to assist in the preparation of the Community Renewal Program will require, among other things: (1) preparation by the Boston Redevelopment Authority of the Community Renewal Program with all practicable dispatch; (2) conformance of the Community Renewal Program with the general plan of the Locality as a whole; (3) provision of the Locality's share of the cost of preparation of the Community Renewal Program; and (4) other local obligations and responsibilities in connection with the preparation of the Community Renewal Program.

NOW, THEREFORE, BE IT RESOLVED BY THE BOSTON CITY COUNCIL OF THE CITY OF BOSTON:

1. That the preparation of the Community Renewal Program, referred to above by the Boston Redevelopment Authority, is hereby approved.

2. That the financial assistance under Title I of the Housing Act of 1949, as amended, referred to above, is required to enable the Boston Redevelopment Authority to finance the preparation of the Community Renewal Program.

3. That it is fully cognizant of the obligations and responsibilities that are imposed by a Federal contract for a grant to assist in the preparation of a Community Renewal Program, and that it is the sense of this body that such

obligations can and will be fulfilled.

4. That the filing of an application by the Boston Redevelopment Authority for a grant under Title I of the Housing Act of 1949, as amended, in the approximate sum of \$700,000, to assist in financing the preparation of a Community Renewal Program for the Locality, is hereby authorized and approved.

D R A F T

RESOLUTION OF BOSTON REDEVELOPMENT AUTHORITY AUTHORIZING THE
FILING OF AN APPLICATION FOR A FEDERAL GRANT TO ASSIST IN
FINANCING THE PREPARATION OF A COMMUNITY RENEWAL PROGRAM

WHEREAS, under Title I of the Housing Act of 1949, as amended, the Housing and Home Finance Administrator is authorized to make grants for the preparation or completion of Community Renewal Programs; and

WHEREAS, it is desirable and in the public interest that the Boston Redevelopment Authority prepare a Community Renewal Program for the City of Boston, situated in the County of Suffolk and State of Massachusetts; and

WHEREAS, it is recognized that the Federal contract for a grant to assist in the preparation of the Community Renewal Program will require, among other things: (1) preparation by the Boston Redevelopment Authority of the Community Renewal Program with all practicable dispatch; (2) conformance of the Community Renewal Program with the General Plan of the locality as a whole; (3) provision of the locality's share of the cost of preparation of the Community Renewal Program; and (4) other local obligations and responsibilities in connection with the preparation of the Community Renewal Program.

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF THE BOSTON REDEVELOPMENT AUTHORITY:

1. That it is fully cognizant of the obligations and responsibilities imposed upon it by a Federal contract for a grant to assist it in the preparation of a Community Renewal Program, and that it is the sense of this body that such obligations and responsibilities can and will be fulfilled.

2. That the filing of an application by the Boston Redevelopment Authority for a grant under Title I of the Housing Act of 1949, as amended, in the approximate sum of \$700,000, to assist in the financing of the preparation of a Community Renewal Program for the aforesaid Locality is hereby authorized and approved, and that the Development Administrator is hereby authorized and directed to execute and file such application

with the Housing and Home Finance Administrator, to provide such additional information and to furnish such other documents as may be required by said Administrator, and to act as the authorized representative of the Boston Redevelopment Authority.

BOSTON'S
COMMUNITY RENEWAL PROGRAM

October, 1965

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OBJECTIVES

Background

Boston's goals for rebuilding have been stated in the 1962 Workable Program for Community Improvement. The two principle aims are the rehabilitation of residential neighborhoods and the strengthening of the city's downtown.

Like most cities, Boston struck first at its most apparent renewal needs. Unlike most, the city struck simultaneously in several locations, with a high degree of initial intensity.

Change in the physical appearance of the city is an obvious result of that initial effort. Change in the climate of confidence in the city's future is a less concrete but equally apparent and significant product.

With the most urgent renewal projects underway and with a climate of confidence established, it is appropriate now to appraise the longer-range problems and opportunities of the community. Continued change, if it is to be constructive, requires continued improvement in sensitivity and sophistication in the planning, programming, and design of the renewal effort, as well as increased efficiency and speed in execution.

The 1965-1975 General Plan for the City of Boston and the Regional Core provides a comprehensive long-range program for rebuilding. The General Plan sets forth:

- A statement of development goals for the whole city.
- A concept of the relationship between the city and its metropolitan region.
- A physical design of the city at community and metropolitan scale.
- A summary, in gross terms, of the city's physical needs.
- A 10-year development plan, by program area.

The city's Capital Improvements Program complements the General

Plan by providing a schedule for municipal investment over the same time period as the General Plan. Renewing Boston's Municipal Facilities, 1963-1975 is a blueprint for the city government's capital spending. It is also a statement of policies which shall pertain to the operation of city-financed programs.

But neither the General Plan nor the Capital Improvements Program can capture and present the intelligence which is necessary to delineate and execute a renewal program aimed at both rebuilding the physical city and satisfying the human needs of the community. Proper planning and programming requires the use of a third instrument, the Community Renewal Program. A proposal for that program is presented in this document.

Aims

Briefly, the Community Renewal Program's aims are to provide the basis for:

1. Relating development programming to private as well as public investment. This will require more sensitive measures of the economy of the city and its metropolitan area than presently exist. It will require imagination and a high degree of cooperation and mutual confidence among the city, business organizations, voluntary agencies, and other public services.
2. Relating physical improvements planning and programming to the development of public and voluntary activities of a non-physical nature.
3. Executing proposals stated in the General Plan. For example, development of the "Action Corridors" proposed in the Plan will require sophisticated and complex techniques, in which highway and transit improvement, rehabilitation, and land assembly and disposition will have to be carefully coordinated.
4. Achieving those General Plan aspects which pose particularly difficult tasks in urban reconstruction. An example is the Plan's proposal that lands along

obsolescent rail lines and waterfront facilities be turned to more productive uses.

5. Measuring short-term change in the local economy and society, and in the city's neighborhoods, to enable public and voluntary agencies to time and shape programs to important needs.
6. Providing an intelligence machinery accessible to all public and private agencies which are working together for the improvement of Boston.
7. Choosing among alternative courses of development action so that General Plan goals can be obtained with maximum use of limited dollars.

Means

To meet these objectives the Community Renewal Program will:

- Provide information necessary for effective communication and involvement with citizens groups, and record the ideas and attitudes expressed.
- Involve other agencies in responsible and productive work on its components.
- Provide measures for selecting those project efforts which will be most efficient over time and space in promoting the city's rebuilding.
- Evaluate local problems across the face of the city, as well as the more deep-seated issues ... housekeeping, as well as a grand strategy for housing production.
- Examine requirements for the less glamorous and less apparent improvements and replacements in the city's plant ... for underground utilities as well as for new health centers, for example.
- Sift and winnow the city's fiscal resources, cost out alternate programs, and develop an equation for the application of resources to programs.

- Examine the administrative structure of local government and locally-involved agencies to evaluate their capacity to execute program elements which fall outside the Redevelopment Authority's responsibility.

Studies

Specific studies and their areas of concern are:

- I. Economic Change) The core of the economy and
- II. Port Study) of jobs.

- III. Jobs and Human Resources: Prospects for full employment, and thus more income and greater ability to participate in urban life.

- IV. Housing - Rehabilitated and New: A first concern of people and a major use of income.

- V. Profile of Neighborhood Change: A continuing indicator of neighborhood change for use in future decisions on public and private actions.

- VI. Recreation

- VII. Health and Related Facilities

- VIII. Municipal Housekeeping: All vital public services to Boston's residents.

- IX. Parking) Underlying requirements for
- X. Street Sufficiency) successful rehabilitation,
- XI. Utilities) and representing major burdens on a city's fiscal resources.

- XII. Historical Conservation: A means of ensuring the city's continuity over time, and of stimulating local pride in improvement.

- XIII. Surveys: For finding out about the city's land uses and the condition of those uses.

- XIV. Financing: A statement of the costs and the return from renewal, and a prospectus for meeting those costs.

Product

The Community Renewal Program will produce three kinds of products:

1. A formalized set of memoranda, prepared as work progresses, for distribution and retention within the Authority. These are necessary to infuse the work of the Community Renewal Program into the machinery of the agency at all levels.
2. A series of substantive reports, prepared for publication, on the several major study components of the program. These are necessary to provide to planners and administrators, both in the Authority and in other agencies, the material they need to form an intelligence base for decision-making.
3. A single strategic report, prepared for publication and wide distribution. This will weave the findings of the Community Renewal Program into the work of the Authority up to the time of the report's preparation. Nor will it be just a summary of the findings of Community Renewal Program studies! It will be a rethinking and positioning of the entire renewal program as it emerges at that point in time. It will be a revision and readjustment of the present Development Program of the city.

ADMINISTRATION

Functions

The administration of the program can be categorized under four headings:

1. Coordinating and Administering

Setting up contacts and arranging sessions related to each study and its activities. Liaison on product, recommendations, and processes to be carried out with other Boston Redevelopment staff, with city, metropolitan, state, and federal agencies, with

Private citizens, and with the business, labor, and educational communities.

Management of contracts and staff; budgets, accounting, personnel, space, supplies, and allied functions.

2. Relating and Synthesizing

Relating each Community Renewal Program study to the others, to the General Plan, project plans, other Boston Redevelopment Authority works, Metropolitan Area Planning Council, and other regional planning efforts. Synthesizing the various products coming out of the different Community Renewal Program studies.

3. Challenging and Stimulating

Defining the goals of each study. Producing new ideas, new avenues of investigation, new concepts. Criticizing content, challenging proposals and methods; evoking quality performance.

4. Working

Carrying out on a day-to-day level the work program necessary to complete each study.

Structure

Responsibility for the Community Renewal Program will be vested in the Development Administrator acting on behalf of the Redevelopment Authority and the city. He will employ the Director of the Community Renewal Program who will be directly and immediately in charge of all Community Renewal Program activities, including the hiring of personnel, preparation of contracts, and management of funds. The Director will be assisted by administrative staff of not more than ten professional people.

Three Advisory Committees will be called upon to review, comment on, and advise the Director on the execution of the study. They will be:

A Boston Redevelopment Authority Policy Committee composed of the senior staff of the Authority.

A Community Renewal Program Advisory Panel composed of at least three board members of participating agencies (Action for Boston Community Development, Municipal Research Bureau, etc.), and at least three nationally-known experts in urban development and affairs.

A Citizens' Advisory Committee subcommittee on the Community Renewal Program, composed of various leading citizens of the community.

The main responsibility for relating the Community Renewal Program to companion Boston Redevelopment Authority documents, renewal projects, various studies and other city and metropolitan regional planning efforts, will rest with the Development Administrator and the Community Renewal Program Director and his administrative staff. Within that administrative staff several of the professional persons will be assigned as "synthesizers" of the work. Two of their specific tasks will be:

1. Production of "policy papers" which at the start of each study summarize the policies now held on the subject by various public and private agencies, review alternative policy choices for the future, and establish assumptions upon which studies will proceed.
2. Completion of eight "program statements" which translate the results of each specific study into a series of actions to be taken by the Redevelopment Authority, the city, and other public and private agencies.

New ideas and new methods will be introduced into the work of the Community Renewal Program primarily by outstanding authorities in such pertinent areas as economic development, housing, community health, etc. These authorities will be asked to prepare position papers containing their most imaginative thinking on their choice of topics within the Community Renewal Program subject matter. These papers will be presented as public lectures, and their content will serve as points of reference for subsequent research and analysis. Authors of these papers will be compensated for their services by a per diem

payment out of the Community Renewal Program budget.

The hard work of the Community Renewal Program - research, analysis and initial proposals - will be carried out by work-teams, each headed by a study director responsible for the effort. These work-teams will consist of participating local agencies, present Boston Redevelopment Authority operating staff, and an occasional private consultant. Probable assignments will be:

To Action for Boston Community Development: Jobs and Human Resources, Health and Related Services, Recreation (part).

To Massachusetts Port Authority: Port Study.

To Boston College: Economic Change, Profile of Neighborhood Change and Municipal Housekeeping.

To Boston Redevelopment Authority: Housing, Recreation (part), Historical Conservation, Parking.

To Other City Agencies: Utilities, Surveys.

To Private Consultants: Street Sufficiency, Financing.

The Redevelopment Authority will enter into an agreement with each of the organizations participating as a work-team. These contracts will spell out specific contributions required, necessary manpower and maintenance requirements, timetable, and channels of responsibility.

Cost of the studies done by Action for Boston Community Development and the Port Authority will be shared by those agencies, and their contribution will be counted in the local one-third share. All other work-team costs will be financed from federal and city funds in the Community Renewal Program budgets.

Occasional short-term consultants will be employed as needed to supplement the work-teams required in carrying out the work programs. They may be hired on a per diem basis to advise on study methods, or on a flat-fee basis to carry out a specific task within a study. They will be directly responsible to the work-team's study director.

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I. - ECONOMIC CHANGE

GENERAL STATEMENT

OBJECTIVE

To identify the economic forces which are changing and will change the socio-economic structure of the city so that the Development Program can utilize these forces to achieve economic growth and strength, especially in the distribution, retailing, and service industries.

The study will identify:

1. The present economic structure of the city, its characteristics and interrelationships.
2. The potential for progressive change in each sector.
3. The means for encouraging that change.
4. The impact of change on land and space use, and statement of the costs and returns to the city from such change.

GENERAL ASSUMPTIONS

The Community Renewal Program study assumes that considerable information on population, economic structure, and other variables will be provided by the Eastern Massachusetts Regional Planning Project. Through the Eastern Massachusetts Regional Planning Project studies and other existing projections, assumptions will be developed for the city and the region on:

- Probable future population.
- Labor force characteristics.
- Employment levels.

- Types of industries.
- Personal incomes.

If neither the Eastern Massachusetts Regional Planning Project studies nor existing projections can be applied satisfactorily to the city, the Community Renewal Program will have to provide its own assumptions or analyses on these factors, either in the Economic Change or the Port Study.

In addition, the Economic Change study will make assumptions on:

- Possible state and federal legislation which will affect urban development.
- Impact of major international and national political and economic events on the city's economy.
- Significant variables which can be used to test alternative proposals for encouraging progressive change.
- The existence of a sufficient supply of land to meet projected demand.

RELATIONSHIP TO EASTERN MASSACHUSETTS REGIONAL PLANNING PROJECT STUDIES

The Eastern Massachusetts Regional Planning Project will use input-output and simulation analyses to predict economic activity in and relationships between sectors of the metropolitan area's economy up to the year 2000.

Information ~~from~~ the Eastern Massachusetts Regional Planning Project effort will be an excellent base upon which to build the Community Renewal Program work. However, the techniques used by the Eastern Massachusetts Regional Planning Project may limit the usefulness of the data to Boston because:

- (a) Input-output is an aggregative method. Aggregative methods risk loss of detail. Some of this detail might be of value to Boston's development program.

- (b) Much economic activity within the city seems to be directed toward service-type activity (e.g. Government, trade, schools, hospitals, etc.). But input-output analysis concentrates mainly on production-oriented activity. To offset this limitation, Eastern Massachusetts Regional Planning Project studies involve consumption analyses which will provide some worthwhile data for retail and distribution studies, but probably not much data on the Finance, Insurance, Medical, Educational, and Governmental sectors of the city's economy.
- (c) Input-output analysis does not adequately recognize the pricing system; that is, the market. For instance, Boston's tax rate is a price. If this price changes over time-lower or higher taxes-real estate investment in the city will be affected. Thus, the Community Renewal Program will have to analyze the incidence of certain price changes in determining the economic activities on which the city should concentrate its support.

At the time contracts for Community Renewal Program studies are prepared it will be necessary to determine the precise utility of Eastern Massachusetts Regional Planning Project economic studies to the Community Renewal Program. Once this determination has been made, limits can be set on the breadth and depth of Community Renewal Program studies.

PARTICULAR CONCERNS

Four concerns for this, or any other economic study, are:

First: What industries are primarily dependent on local demand, and what ones are primarily dependent on national markets?

Second: What is the demand for land arising from existing industries in the city, and the region, or likely to arise from firms outside the region?

Third: What is the significance of the tax rate or other actions which a city can take to the growth patterns

of industries? For what purposes and in what manner should a city subsidize?

Fourth: What are the advantages and disadvantages of alternative locations to the business involved and of alternative land-uses to the city?

METHOD

For purposes of Community Renewal Program analysis the economy of the city must be separated into four sectors, which are:

Production: Especially Manufacturing.

Distribution: Warehousing, Wholesale Trade and Transportation.

Consumption: Retail Trade, particularly local retailing.

Services: Finance, Government, Insurance, Medical and Educational Institutions, Entertainment and Cultural Activities, etc.

Historical analysis of changes in the city's economy since World War II should be employed because such analysis can delineate basic economic and/or social forces which have changed the city. Judgments on forces which must be employed or supported in the future will be buttressed by knowledge from this analysis.

Such historical analysis, and consequent judgments, will not be simple extrapolation of certain economic trends plotted over time. Analysis will focus particularly on conditions surrounding the growth or decline of those sectors of the economy for which Boston appears to offer locational advantages. The aim will be to define those factors which encourage the growth of industries and to define municipal policies which will promote this growth.

Historical analysis will involve an appraisal of past research on Boston and its metropolitan area. This appraisal will prevent duplication of prior work. A preview of current change in relation to past predictions will permit judgment on the value of previous prediction techniques and perhaps

avoid repetition of past mistakes.

The Community Renewal Program study will include both the interviewing of businessmen (i.e., bankers, developers, merchants, manufacturers, etc.), and the sampling of business opinion through mailed questionnaires. It will include interviews of consumers too, as needed.

THE RENEWAL PROCESS AND MUNICIPAL POLICY

The study program views the urban renewal process as a principal means by which new policies and strategies of municipal government can be developed, and old or standard policies can be evaluated as to effectiveness. The advent of urban renewal represents a recognition that, to some degree, the city has become a victim of rapidly changing social conditions with which it has not been able to cope. Urban renewal gives the city means for adjusting its physical environment to present-day social and economic requirements.

If the city is to act aggressively in behalf of economic growth, then certain questions as to the impact of the municipal administration's impact must be answered in the Community Renewal Program.

- (a) To what extent and in what directions can municipal authorities measurably influence the future course of economic development within the city?
- (b) In what additional ways can the present urban renewal program and its adjuncts be applied as a means to foster economic development within the city?

PORT STUDY

The Community Renewal Program includes a study of the Port. This is a study of economic change, too. It will examine the adequacy of Port facilities and policies in the face of anticipated economic and technological change. It will analyze economic activity related to the Port; will examine the effect of airport development on neighboring land uses; the effect of Port and Airport operations on the city's tax

base; the future requirements for railroad land within the city, and the effect of major international economic and political events on the city's economy. The purpose of this study program is to cast for the Port and Airport a pattern for growth which also will be consonant with the development of the city.

RELATIONSHIP TO OTHER COMMUNITY RENEWAL PROGRAM STUDIES

From the studies of economic change will come the information necessary for a projection of employment opportunities. This projection will be basic to the Community Renewal Program study of Jobs and Human Resources. Patterns of economic growth will be useful, too, in establishing indicators of neighborhood change which is the subject of the Community Renewal Program study, Profile of Neighborhood Change. Calculation of economic change and potential will provide information for the Community Renewal Program studies on Housing Production, Public Facility Requirements, and Financing. In sum, economic change studies are perhaps the most basic of the Community Renewal Program efforts, as economic growth is most basic to the health and vigor of Boston tomorrow.

OUTLINE OF ECONOMIC CHANGE STUDIES

Study I. Analysis of the Economic Base Studies of Eastern Massachusetts Regional Planning Project.

Objective:

To determine the extent to which Eastern Massachusetts Regional Planning Project economic studies will provide data for the Boston Community Renewal Program studies of economic change.

Methods

To have a qualified economist establish contact with both the Eastern Massachusetts Regional Planning Project and its economic consultants, in order that their economic models can be analyzed as to their value to the Boston Community Renewal Program.

1. An examination of the construction of the Eastern Massachusetts Regional Planning Project model, in order to ascertain what social and economic characteristics will be predicted for the City of Boston, and how accurate these forecasts are likely to be.
2. An examination of the data collection procedures of the Eastern Massachusetts Regional Planning Project to determine what specific information will be collected on the City of Boston, and how soon this information will be available to the Community Renewal Program.
3. A thorough examination of the Eastern Massachusetts Regional Planning Program to determine what possible data will be available on the non-production sectors of the city's economy (i.e., Government, Distribution, Medical and Educational Institutions, Tourism, etc.).

The evaluation of the Eastern Massachusetts Regional Planning Project study will be written in report form.

Study II. Analysis of Structural Changes in the Economy of the City of Boston, 1946-1963, and Potentials for Future Change.

Objectives:

1. To document the changes in the economy of the city on a sectoral as well as aggregate level.
2. To make known the basic socio-economic forces which have altered the economic structure of the city.
3. To detail as accurately as possible the effect of social and economic change on the municipality's ability to provide municipal services (i.e., the quality and quantity of fire and police protection, education, recreation, street maintenance, etc.) to its citizens.

4. To explain how and to what degree municipal actions or inactions (e.g., zoning, policy, assessment practices, tax policies, municipal investments, etc.) could have altered the economic development of the city.
5. To determine the effect of post-war economic and social change on the city's costs; e.g., the suburban worker who is provided various city services, the loss of tax properties for highways, assessment practices for various metropolitan services, growth of non-taxable service sectors of the economy, etc. Further, the effect of these factors on the city's costs, as reflected in the tax rate, should be examined as to the degree to which they affect the city's revenue in terms of the location of both economic activity and the residence of the higher-income worker.
6. To identify and characterize the economic potential of the city on a sectoral and aggregative level, and to translate this potential into land use requirements.

A. Manufacturing

1. General

A study of manufacturing must first of all concern itself with identifying those industries and firms which may grow, and then should establish the potential for and the impact of such growth.

2. Methods

- (a) To review and to analyze all pertinent research work which has been published on the general topic of manufacturing in the central city. The analytical review will include not only those studies which relate to urban areas in general, but also those which deal with particular urban areas, especially Boston.

- (b) To present both a qualitative and quantitative statement of the changes in the manufacturing sector of the city's economy. In addition, provide a more detailed statement of those industries or even firms which have special significance to the city's economy (employment level, tax payments, etc.), or are potentially significant to the economy because of continued growth over time.
- (c) To make as explicit as possible the interrelations not only within the manufacturing sector but also between this sector and other sectors of the city's economy (e.g., services, distribution, etc.).
- (d) To explain the changes in the structure of the manufacturing sector of the city. In addition to general economic variables (e.g., labor costs, technological change, etc.), the analysis will include an evaluation of how municipal policy has or could have altered the changes which have occurred. This analysis will be framed in terms of certain key municipal variables such as tax rates, site availability, site adequacy, municipal services, legal difficulties, etc.
- (e) To identify potential development within the manufacturing sector. Specifically, the particular industries, or even firms which have a future within the city.
- (f) To identify the characteristics and requirements of that potential development, and to predict the effect on other economic sectors of that development.
- (g) To predict where and how much land and space the manufacturing sector will require.

B. Distribution

1. General

This study will be concerned not only with changes in the distribution sector, but also with the structural and locational relationship of distribution to the transportation system. For this reason, data directly applicable to land planning analyses will be gathered in the study.

2. Methods

- (a) To review and to analyze all pertinent research on distribution in the economy of the central city. Of particular interest will be studies which analyze the relationship between the transportation system and the functioning of the distribution sector.
- (b) To compile a statistical statement of change within the distribution sector. This statement will include description and measurement of the linkages between the distributor and his customer, his source of supply, and his means to transportation. The statement will analyze the distribution sector to the extent of detailing the size and location of particular distributors such as hospital suppliers, restaurant suppliers, etc.
- (c) To explain the changes not only in the size of distribution sector but also in the location of the activities of this sector.
- (d) To determine how changes in the distribution sector have affected the pattern of linkages.

- (e) To develop an analysis which will appraise the adequacy or inadequacy of municipal policy in the development of the distribution sector.
- (f) To identify potential development within the distribution sector, with special emphasis on predicting change among the distribution firms which seem to be particularly suited to a central city location.
- (g) To suggest characteristics and requirements of this development and the effect of it upon other public and private sectors of the economy.
- (h) To predict where and how much land and space the distribution sector will require.

C. Local Retailing

1. General

Many local retail centers in the city have declined; a few have grown. The purpose of this analysis is to understand the forces leading to decline, and to identify sources of growth. Special effort will be made to determine how well equipped Boston's centers are to compete with shopping centers outside the city, and how crucial differing municipal policies are in the location of this type of economic activity.

2. Methods

- (a) To review and to analyze pertinent research work on local retailing in urban areas, especially all publications related to the Boston area.
- (b) To compile a statistical statement of retail trade carried on in every major

- (e) To develop an analysis which will appraise the adequacy or inadequacy of municipal policy in the development of the distribution sector.
- (f) To identify potential development within the distribution sector, with special emphasis on predicting change among the distribution firms which seem to be particularly suited to a central city location.
- (g) To suggest characteristics and requirements of this development and the effect of it upon other public and private sectors of the economy.
- (h) To predict where and how much land and space the distribution sector will require.

C. Local Retailing

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Many local retail centers in the city have declined; a few have grown. The purpose of this analysis is to understand the forces leading to decline, and to identify sources of growth. Special effort will be made to determine how well equipped Boston's centers are to compete with shopping centers outside the city, and how crucial differing municipal policies are in the location of this type of economic activity.

2. Methods

- (a) To review and to analyze pertinent research work on local retailing in urban areas, especially all publications related to the Boston area.
- (b) To compile a statistical statement of retail trade carried on in every major

local retail center within the city, in order to determine which areas have grown and which have declined. Special attention will be paid to centers described in the General Plan and in the Boston Globe analyses.

- (c) To explain the causes of changes in retail trade in these centers, with particular emphasis on isolating factors which are generally constant in growth and in decline (e.g., population change, parking, building condition and appearance, exposure to traffic).
- (d) To determine the extent to which existing local retail centers are adapted to the neighborhoods' requirements. This analysis must characterize the relation between various types of residents and the type of local center, walk-in or drive-in; types and quantities of product sold; price and purchasing power relationships; strip development or cluster.
- (e) To describe inter-relationships of local retailing with other facets of the city's economy.
- (f) To analyze the city's role in the development of the present local retail structure. Of particular interest will be the determination of how particular municipal policies on zoning, streets, off-street parking, tax rates, police protection, etc., can influence the development of local retailing.
- (g) To describe the potential for local retailing, including the characteristics of this potential. These analyses should be in terms of types, size and location of retail centers.

- (h) To predict generally where and how much land and space local retailing centers will require.

D. Services

1. General

The Service industries for the purposes of the Community Renewal Program will include the following: Medical and Educational Institutions; Finance and Insurance; Government, especially at the Federal level; the Office Headquarters of Industry and Tourism.

These industries seem to represent the economic basis upon which the city can be revitalized. They will therefore be subject to careful scrutiny in each phase of the Community Renewal Program studies. Fundamentally, these activities seem suited to the central city, hence each study will attempt to isolate those factors which have attracted these industries to Boston. What is desired from these studies, in addition to a statement of changes, is an understanding of the interrelationships between the service sectors and the other sectors of the city's economy, and an understanding of how growth of these service sectors is influenced by, or itself influences economic growth in other sectors.

2. Methods

(a) Medical and Education Sector

- (1) To review and to analyze pertinent research which has been published on the economic impact and relationships of this sector, with emphasis on the tax-paying uses which can be generated by this sector.

- (2) To present a statistical statement of growth in this sector.
- (3) To explain the development of this sector in the city's economy, and to describe the interrelationships of this sector with other sectors of the city's economy.
- (4) To analyze the city's role in the development of this sector.
- (5) To identify the potential for further development of this sector, paying particular attention to the impact of this development upon private business (e.g., new business engendered by institutional and hospital growth).
- (6) To predict generally land and location requirements of this sector.

(b) Finance and Insurance

- (1) To review and to analyze pertinent research which has been published on this sector and its interrelationships.
- (2) To present a statistical statement of growth in this sector.
- (3) To explain the growth of this sector in the city's economy and to describe its interrelationships with other sectors of the city's economy.
- (4) To analyze the city's role in the development of the sector.
- (5) To identify the potential for further development, and to describe the characteristics of that development.

- (6) To predict land, space, and location requirement of the sector.

(c) Government

- (1) To review and to analyze pertinent research which has been published on this sector and its interrelationships.
- (2) To present a statistical statement of the growth of this sector. This statement will indicate whether Boston's share is due mainly to general regional growth or to this factor plus other local circumstances (e.g., local Medical or Educational Institutions).
- (3) To describe interrelationships between Government and private suppliers of goods and services to Government.
- (4) To predict future growth of the sector, paying particular heed to the impact of this growth on private business.
- (5) To predict generally land and location requirements.

(d) Office Headquarters Industry

Since this industry cuts across present statistical methods of classifying industries, it will probably be difficult to gather data in a direct fashion. This statement also supplies the following section—Tourism. However, since these sectors are of primary importance to the economic vitality of the city, it will be necessary to devise means to measure growth in them.

- (1) To develop methods of measuring change in this sector and then to present a statistical summary of this sector's change.
- (2) To develop an analysis which will explain generally the development of the office industry in the Central City, and which will describe the interrelationships of this industry with others in the city's economy.
- (3) To analyze the forces determining the specific competitive position of Boston.
- (4) To analyze the effect of municipal policy on the growth of this sector, especially municipal tax policies.
- (5) To identify the potential for future development of this sector, and to describe the characteristics of that potential.
- (6) To predict land, space, and location requirements.

(e) Tourism, Cultural, and Entertainment Activities.

- (1) To develop methods of measuring change in this sector, and then to present a statistical summary of this sector's change.
- (2) To measure the importance of this sector to the city's economy, and its interrelationships with other segments of the city's economy.
- (3) To analyze the growth of this sector.

- (4) To analyze both the role of the city in development of the sector and adequacy of the city's facilities (e.g., shops, hotels, convention halls, etc.).
- (5) To identify the potential for development of this sector, and to describe the characteristics of that potential.
- (6) To predict land, space, and location requirements.

Since the Service Sector is the major part of Study II, it will be necessary to present an overall analysis of this sector in order that its importance to the city can be assessed. This summary analysis should make clear the interrelationships between these sectors; it should make clear which sectors are dependent on national growth, which are dependent on regional and metropolitan growth; it should also attempt to make explicit how and to what degree growth in these sectors effects growth in other sectors of the economy, like retail and tourism, and various types of ancillary services such as advertising agencies, office supply houses, the legal and accounting profession, etc.

Study III. Manufacturing, Distribution, and Service Industries

1. General

Study II analyzes the city's economy in order to establish which industries, even firms, potentially can prosper in Boston's environment. It establishes the characteristics and interdependence of such growth, and it projects possible land-use and space requirements.

Study II stops at that point. No value judgments are made on what kind of growth and where it is most beneficial to the city. No recommendations are rendered on the public policies and private actions requisite to such growth.

That effort is the purpose of Study III.

Among the industries, even firms, with a potential for growth, which shall be encouraged and to what extent, and how? For those situations where decline is likely, what public policies shall prevail?

2. Method

Several study steps will be pursued. Most often the unit of clarification will be an industry; where time and funds and subject permit, the unit will be a firm.

- (a) A description of the industries with potential for growth.
- (b) A statement of the socio-economic benefits and costs to the city of the growth of each industry (wage trends, employment levels, capital requirements, requirements for municipal services).
- (c) A recommendation for each as to the city's position on growth. Shall it encourage growth, or take no action? What criteria should be used to make these judgments?
- (d) For each of those industries for which encouragement is recommended:
 - (1) An analysis of the competitive position of the city compared to other communities in the metropolitan area, and, if necessary, of the competitive position of the Boston region vis-a-vis other regions.

- (2) A description of the arsenal of tools which the private sector needs to improve the city's (region's) competitive position.
 - (3) A recommendation on changes in municipal policy and administration which will be necessary to encourage growth. This recommendation will be based upon tests of alternative means, and will run the gamut from tax policy to renewal processes.
 - (4) A recommendation, especially with reference to terminal facilities (distribution) as to location of sites and linkages for new activity.
- (e) For those activities where decline is anticipated:
- (1) An estimate of the extent of the decline, and the impact of it upon the city's economy will be made.
 - (2) Recommendations will be made on the private actions and public policies, and administrative adjustments, which will be needed to minimize adverse consequences of the decline on the city's economy.
- (f) For those industries with growth potential for which encouragement is not recommended, alternative solutions to location in the city will be offered.

Local Retailing

1. General

For local retailing Study II provides information on centers with growth potential on factors in that growth and on characteristics of it. Study III must provide information about areas

of the city which are or will be inadequately or over-abundantly served by local centers. It must describe means for establishing or consolidating centers in these areas. It must also suggest ways of ameliorating the adverse effect on retailers and neighborhoods of anticipated decline where such decline is forecast.

2. Method

Specific study steps include:

- (a) A description of the centers with growth potential.
- (b) A description of city neighborhoods which are, or likely will be, inadequately concerned by retail centers.
- (c) Recommendations for each existing or proposed center on the private actions, public policies, and administrative adjustments which are needed to encourage growth (design, traffic exposure, financial subsidy, zoning, other codes, tax policy, capital formation, local organization, etc). These recommendations will be framed with an eye to the competitive position of the centers vis-a-vis suburban shopping areas and the downtown retail center. Alternatives should be tested.
- (d) A description of centers in, or likely to be in, decline.

For these centers recommendations on private actions and public policies, which will alleviate the distress on entrepreneur and clientele of such decline.

Study IV. Summing Up. A Projection of Costs and Returns.

The result of the first three parts of this study

will be to establish the desired level of growth and the means by which that growth can be fostered.

It remains then to anticipate the costs to the city and the return to it of such growth, and if possible, the social and economic burdens and benefits.

The costs of municipal policies proposed and of private actions suggested should be summarized and compared to the available financial, legal, and administrative resources. Such comparison will indicate the speed at which change can be fostered. It will enable public and private administrators to make the best choice of alternative actions. This summing up of costs and of return—the method for doing it—is discussed and described in the Financing Study, No. XIV.

II. PORT STUDY

GENERAL STATEMENT

The Port of Boston was once a mighty center of International, national, and regional trade. Indeed, the Port played a major role in the development of Boston and the middle New England region. Activity in the Port reached a peak around the end of the Nineteenth Century, and began to decline rapidly in the 1920's. Today, Boston's Port is the least active of the five major North Atlantic ports.

The present condition and future of the Port is of significance to Boston for at least two reasons:

First: The Port is still the center of a major segment of Boston's economic activity, although the nature of that activity has shifted in recent decades, particularly in regard to domestic water trade. Port activities are responsible for a great deal of primary and secondary employment. For instance, the Navy Yard in Charlestown is Boston's largest single employer.

Second: The Port and water-related activities occupy extensive land holdings at the center of the metropolitan region. The uses to which these land holdings have been put have often not kept pace with shifts in the economic structure of the Port and the region, with the result many of the holdings are under-used, often occupied by obsolete structures and facilities designed to accommodate activities long since gone or changed. This condition represents a cost to the city both in the sense of low tax returns from the properties and in the barrier which these obsolete and fragmented parcels present to better uses to which the land might be devoted, including industry, recreation, housing, and commercial development.

The study consists of a series of technical investigations aimed toward formulation of two major sets of policies:

1. Making the Port and its related activities as healthy and active as possible, thereby stimulating the maximum economic growth and employment in this sector of the city's economy.

2. Preparing physical development proposals for the Port and other ocean-bordered areas, which will provide ample room and adequate circulation for Port-related industries while freeing remaining land for better uses.

Because of the concentration of transportation and distribution facilities in and near the Port area and linkages between distribution and Port activity, it is imperative that the Community Renewal Program "Economic Change" study of distribution give careful attention to potential growth of the railroad and highway freight industries. Findings from the distribution study must be tied into Port analyses. In its turn, the Port study should provide findings and recommendations on land, structure, and location requirements for railroad and highway freight operations.

I. METHOD

A. General Economic Base Analysis and Forecast of Waterborne Freight

The primary purpose of this phase is to forecast the level of shipping activity in the Port of Boston to 1980. This forecast requires several basic investigations into the factors which directly affect port trade.

The first effort is an identification of the generators and attractors of waterborne trade within the Port's immediate hinterland, and forecast of the level of their activity over coming decades. Locations of these users should suggest the boundaries of the Port's reservoir.

The second effort is an economic base analysis of the city, the metropolitan area, and the port region. This should be undertaken in order to forecast population, income, employment, manufacturing, wholesaling, and retailing change with particular emphasis on those factors which bear most directly on port trade and air freight forecasts. It is expected that economic base data will be provided by other research efforts, such as those of the Eastern Massachusetts Regional

Planning Project, the Federal Reserve Bank, and the Corps of Engineers. It is hoped that these studies will provide ample general data, and that the primary task for the Port phase of the Community Renewal Program will be to adapt the data for the particular issues in question here.

The third effort is an investigation of those factors external to the immediate port region which will have a direct impact upon Port activity. This effort includes a forecast of the impact of anticipated institutional changes of a political and economic nature, including the development and expansion of the Common Market, the establishment of a Latin American Common Market, the rise of the developing economics of Africa and Asia, and the structure of tariff reductions. Similarly, the study should consider structural features in the U. S. Mid-west region which may affect international trade routed through Boston. Although long-term political and economic forecasts cannot be expected to be highly reliable, this investigation should attempt some alternative forecasts, and should trace the impact of those forecasts on the Port.

Finally, this phase should make forecasts of the probable volumes of waterborne bulk and general cargo by commodity groups expected to pass through the Port in 1970 and 1980. This forecast will be based on the three investigations detailed above, as well as on a careful study of recent cargo flows and changes in those flows as a result of new technological and structural changes (e.g., the displacement of oil as an energy fuel by other power materials such as gas, electricity, and atomic energy). Especially important for development planning is the timing of such changes.

B. Technological Developments in Marine Transportation and Goods Handling

This phase will analyze proposals for technologically advanced means of transporting goods by water, and handling goods at marine terminals. The proposals should be evaluated for:

1. Feasibility—the costs and benefits of investment in given facilities.
2. Impact on the level of port trade, including the extent to which each proposal would make the Port of Boston relatively more competitive with other ports.
3. Impact on direct and indirect employment, and upon specific sectors of the economy of the region (e.g., a shift in demand from unskilled workers).
4. Impact upon the physical structure of the port, including the design of terminals and the resulting shape of the port.
5. Impact upon channel requirements.

The proposals of goods movement will include examination of such proposals as containerships, super-tankers, hydrofoil cargo carriers, sub-surface carriers, along with technological modifications, like atomic power. Goods handling proposals will include automated handling facilities and improvements in traditional machinery, with application both to bulk and general cargo.

C. Analysis of Waterfront Uses

This study will survey all land in the Port, selected points along the shore of the city, and properties which are included in the general port area (as designated by the Port Authority). Each parcel will be classified as to:

1. Present use.
2. Structure type, floor area.
3. Lot size, coverage.
4. Ownership.
5. Structure condition.
6. Suitability of the structure to its current use; suitability to other (including original) uses.
7. Planned changes in use.
8. Assessed value.

This study will provide important information for future planning in the area of the Port and along the city's shoreline.

D. Passenger Vessel Terminal Requirements

This brief study will attempt to determine passenger terminal needs for the coming decades. To do so, the study will examine recent trends in passenger travel by water, and will forecast the future level of this activity. It will consider Boston's role, examine the capacity of existing facilities in the Port of Boston to accommodate current and anticipated activity, and suggest policies which will promote this activity in Boston.

Some attention will be given to commercially operated excursion travel, along with a general estimate of the need for space and facilities for this travel.

E. Fish Industry and Facility Study

The thrust of this study is to determine the space needs of the fish industry in the Port of Boston to 1980. This study will summarize the present condition and recent trends of the American fishing industry operating in the North Atlantic area. It will forecast future activity in the Boston area on alternative assumptions:

1. Continuation of present trends.
2. Changes in the technology of catching and/or processing fish.
3. Government subsidy or assistance.
4. Active cooperation between foreign fishing vessels and American processors.
5. Active competition between Boston and other New England ports for fishing activity.

The study will analyze the condition of the Boston fishing fleet, its terminal, and processing and distribution facilities within the Port. It will translate into space and structure requirements the forecasts of future shipping activity. It will provide a general cost-benefit analysis of the

fishery industry, particularly with respect to investment in facilities and returns in terms of revenues and employment.

F. Special Facilities for Trade Development Programs

The purpose of this study is to determine the feasibility of investment in facilities for trade development programs. In particular, the study will evaluate the proposal for a foreign trade center incorporating exhibition space, Port Authority offices, government offices, foreign consulates, foreign freight forwarding, brokerage, insurance, and foreign credit offices; foreign tourist and student information and meeting center, other foreign trade enterprises, and a specialized merchandise and information exchange designed to encourage trade between this area and the lesser-developed nations of Africa, Asia, and South America.

A survey of similar programs in New York and New Orleans can serve as a point of departure in an attempt to determine the likely value of such a program in Boston. However, the study must also consider the feasibility of such a project in light of the expected construction of such a center only 200 miles away from New York. Should the project appear feasible, the study should suggest appropriate sites for its development.

Secondly, the study should examine the feasibility of establishing a Boston foreign trade zone as a stimulus to international trade and to local employment. The survey should also suggest appropriate locations for it.

G. Comparative Port Practices Study

Most of the previous sections of this Port Study have been focused upon the physical aspects of the port and its development. This section of the study is concerned with the non-physical policies within the port, and the effect of these policies upon Boston's competitive position as a North Atlantic

port. In particular, the study is concerned with those policies and practices which influence the routing choices of traffic managers among alternate ports.

The technique of the study would consist of a comparison of the cost, quality, and extent of services available to shippers and importers at competing North Atlantic ports. Much of the investigation would be on labor costs and practices, productivity costs, pilferage, lost time, etc. The remainder would deal with the services available, port practices, and the schedule of charges levied.

A second aspect of the study would involve a survey of a select sample of traffic managers, either by questionnaire or by interview, and primarily in New England and the Middlewest, to determine which factors lead them to favor rival ports, and what kinds of policy changes could channel their business through Boston.

The emphasis of these investigations would be upon discovering those factors which can be altered by the Massachusetts Port Authority. The findings should be reported in the form of a series of policy recommendations.

H. Potential Demand for Port Sites

This study has two prime tasks:

1. To determine the potential demand for bulk and general cargo marine terminals.
2. To determine potential demand for port or waterside locations for industrial and commercial activities.

Determination of potential terminal requirements is essentially a synthesis of previous studies (A-F), translating the forecasts of port activity, the impact of marine technology, and the condition of existing structures into a statement of terminal size and types required by the Massachusetts Port

Authority and/or other public and private groups. This study will consider the magnitude of investment costs and the anticipated stream of revenues under alternative development programs. From this analysis will come a recommendation on action priorities.

The second task is essentially a market study to determine the demand for waterside locations. The task is to establish which industries are water-oriented or water-using, which are likely to require additional space in Boston, what is the magnitude of their land requirements along the water, and what private actions and public policies will support and further their growth. The study will include consideration of the magnitude of investment costs and returns under alternative development programs. It will provide a recommendation on action priorities.

A third, but minor task, is to provide a cursory analysis of the channel and water requirements for the coming decades based on the determination of port uses. Running through the conclusions and recommendations as to demand should be a careful underlining of the interdependence of the effort involved, the conflict which must be avoided, and the significance of effort in time.

I. Port Land Use and Circulation Policies

As an outgrowth of the statement on demand, the Port Study should present recommendations on objectives, relationships, and guides which can be used in the preparation of land use and circulation plans for the Port area or for land adjoining the city's shoreline. What is particularly important in this effort is to suggest the effect on land use and circulation of the choice among development actions - the chain effect of locating a world trade center in the area, or eliminating a major pier, for examples.

II. AIRPORT STUDY

General Statement

The airport analysis is treated separately from the Port Study because the problems of the airport and air transportation are essentially separate, except for incidental linkages, from port concerns.

In Boston's case, the Airport Study is essentially a study of Logan Airport, its facilities, its surroundings, and its relationship to the city's economy. The study will be concerned with the capacity of Logan Airport; it will identify the point at which landing capacity will be reached and new aprons will be required; it will review alternative locations for additional facilities, and establish the linkages of such facilities to Logan.

The study will be concerned with projections of airport use, with a translation of these projections into space and structural requirements, and with an analysis to determine the adequacy of access to the city and the metropolitan area. Some attention will be given to the impact of emerging air transport technology.

Data from the study which is of regional significance will be made available to the Eastern Massachusetts Regional Planning Project for use in its Regional Plan.

A. Air Cargo Study

The first task of this study is to forecast the probable air cargo volumes through Boston to the year 1920. The forecast will include an examination of recent growth in air cargo movements and projections on alternative assumptions.

The forecast will involve consideration of the impact of technological advances (automated container movements, etc.) in cargo carrying on air freight volumes, the likely future pattern of cargo rates, and the effect of various rate

structures on movement. It will include review of the current level of government subsidy, and the effects of future shifts in government policy on air travel out of Boston.

A second aspect of the forecast will be the use of input from the Economic Change Studies to identify the current major users of air freight. Future levels of freight movement will be inferred from projections of activity in major freight generating and attracting industries. Further, information about the structure of distribution should suggest likely future patterns of air freight use (e.g., the trend toward reduced inventories and greater reliance on quick shipments from producers' stocks).

The other major part of the air freight effort is a translation of air technology and cargo volumes into physical terms. This translation should identify the cargo-handling capacities of existing facilities and the requirements for new facilities, both to handle larger volumes of cargo and to accommodate technological advances in carriers and goods handling devices. Of particular importance are the requirements for terminal and loading space at or adjoining the airport.

The final part of this effort will be an estimate of the potential demand for space for airport, air-cargo handling, or air-user industries. This potential demand will be compared to supply of property in East Boston, and recommendations will be made on alternative means of handling future development. The magnitude of conditions surrounding and return from added investment will be suggested. Policies for encouraging alternative development programs will be set forth.

B. Scheduled Air Passenger Service

The study of scheduled air passenger service is parallel to the air cargo study. The first task is to develop a forecast of air passenger volumes

to the year 1980 under alternative assumptions, such as greater plane speeds, lower fares, larger capacities, etc. The forecasts should be translated into terminal requirements, other land requirements, and airport capacity.

This effort will need to give particular attention to new forms of air technology which may affect passenger travel. The impact of Mach 2.2-3.0 aircraft should be examined not only for its effect on passenger loads and terminal requirements, but also for the probable noise effect on East Boston and surrounding areas. Indeed, the study should also examine the noise problem with respect to an increased volume of flights as well as use of the newer planes.

The passenger study should also examine the feasibility of VTOL (vertical take-off and landing) and STOL (short take-off and landing) aircraft and their impact on the airport and terminal facilities. It should examine alternative means for connecting several points within the city with each other, the airport, and outlying points on Route 128.

Finally, the proposed air traffic volumes should be translated into highway and subway traffic volumes in an attempt to spot possible movement inadequacies.

The result will be a program of alternative development courses with a description of the advantages and disadvantages of each course, and with a statement of the magnitude of and return from investment under each course.

C. General Aviation Service

This study will attempt to forecast future demands for the accommodation of general aviation service facilities at Logan Airport. It will be concerned mainly with private plane ownership and the demand for landing and servicing at Logan.

The analysis will identify the terminal and space requirements needed to meet the forecasted demand for services. It should determine the ability of Logan Airport to handle this traffic within the space and landing pattern requirements of scheduled cargo and passenger airlines.

It will examine the role of Logan Airport in relation to general aviation, and will summarize the policy considerations involved in continuing the service or in routing it to outlying airports. Particular attention will be focussed on the requirements and proposals contained in the Federal Aviation National Airport Plan as it relates to the Boston Port District.

III. PORT/AIRPORT AND CITY ECONOMIC COSTS AND BENEFITS

The main purpose of this study is to examine the chain of costs and benefits resulting to Boston from the activities of the port and airport. The study will focus on the cost to the city of supporting activities under the jurisdiction of the Massachusetts Port Authority, and on the benefits to the city of economic activity carried out under Port Authority auspices.

The study will pay attention to costs resulting to Boston from the Authority's tax exempt status, and from operation of commercial enterprises on tax exempt property owned by the Authority. It will attend to the impact of airport and port operations and airport sounds on surrounding city neighborhoods.

IV. DISTRIBUTION STUDY

General Statement

This study is concerned with the physical aspect of freighting facilities - the structures and location of such facilities. The distribution section of the Economic Change Study focuses primarily on the structure of distribution activity, the changing patterns of interaction between the producer, wholesaler, and consumer. These two Port studies of

railroad and highway freight will accept as in-puts the findings from the Economic Change Study, and will translate these findings into land use terms: structural types, locational requirements, space requirements, access requirements.

The physical aspects of the distribution study have been included with the port studies because many of the facilities in question are located in or near the port and have close linkage to port activities, and because the Port Study will conduct a similar physical survey of port land uses.

A. Railroad Freight and Terminal Facilities

The railroad study should accomplish an analysis of railroad owned land and facilities, a forecast of freight movement, and a translation of these findings into land use terms.

The forecast of rail freight movement should result from past and current studies, and the Economic Change analysis. It should be checked against similar forecasts made for truck, ship, and air transport in an attempt to gain an accurate aggregate estimate. Estimates of the impact of technology on levels of freight activity and structural requirements for terminal facilities should be generally available from existing studies. Preliminary findings of the port, air, and highway freight studies will reveal many of the important linkages in rail freighting.

The study will undertake a survey of all real property owned or operated by the railroads within the City of Boston to identify the size of each holding and the nature of the facilities at each. In particular, the study should evaluate the quality of the various facilities with respect to the condition of the structures, and the ability of those structures to meet the current and anticipated operating needs of the railroads.

Secondly, the various facilities should be evaluated from the viewpoint of their importance

to the railroad system, the possibility of consolidating several of them either within or beyond the city, and the possibility of converting existing holdings to other uses without materially harming the operation of the railroads. The study might also suggest in which places air-rights development over railroad facilities might be feasible, and the effect of these facilities upon the railroads.

Finally, the study should summarize the investigation with a series of findings on land, structural, and locational requirements for railroad uses within the city.

B. Highway Freight and Terminal Facilities

The highway freight study is roughly parallel to the railroad study:

- An analysis of existing facilities.
- A forecast of terminal requirements.
- A summary in terms of space and location needs.

The forecast of highway freight movement will probably require more data gathering and analyses than the railroad forecast since there is less existing research to draw upon. Forecasts will use data from current and proposed economic base studies. A survey of highway freight technology, especially the trend toward piggy-back freight and other containerization ventures, should supply additional data about the level of freight movement and about likely terminal requirements. The Economic Change Study should provide information about the existing structure of the trucking industry and about locational requirements in terms of linkages to other transportation media and to direct customers.

This study will undertake a survey of major freight terminals, centers for the major trucking companies, and terminals for the major commercial and industrial firms operating their own trucking facilities. It will survey trucking operations

in Boston, East Cambridge, and the eastern part of Somerville in order to identify the size of the operation and the nature of the facilities at each.

On the basis of information from this and other studies, and, if necessary, from interviews with selected commercial and trucking firms, the feasibility of consolidating highway freight operations at select locations, including South Boston, South Bay, and Charlestown, can be evaluated.

The study should summarize its findings with a series of recommendations on land and space, structural, and locational requirements of highway freight facilities.

III. JOBS AND HUMAN RESOURCES

GENERAL STATEMENT

Boston, like other American urban communities, has simultaneously unemployment and jobs unfilled because of the scarcity of numerous skills. The persistence of this paradox and presence of a considerable low-income segment in the city's population impede the economic development of the area and the city's physical rehabilitation. This problem of un- and under-employment must be reduced if the city is to succeed in attracting new business enterprises, and in rehabilitating its neighborhoods. The combined efforts of employers and of educational, social and other training services, public and private, are needed to solve this problem.

There are three aspects to the problem of matching the unemployed or the under-employed with job opportunities.

First, the unemployed are often culturally deprived and socially poorly adapted to urban society.

Second, employers who have job opportunities may not be equipped to employ the culturally deprived or socially mal-adjusted person, nor to train them for employment.

Third, the present educational and social services of the city may not provide the kinds of training programs which the changing demands of the urban economy require.

Wide recognition, locally and nationally, of this situation exists, and specific demonstration programs to attack it are already underway in Boston. Among these efforts are:

- (1) A training need survey being conducted by the Boston College Bureau of Business Research for the Division of Employment Security of the U. S. Labor Department.
- (2) A training and employment program being sponsored by Action for Boston Community Development under a grant from the Office of Manpower Development and Training.

- (3) The Boston Public School - Action for Boston Community Development programs subsidized by the Ford Foundation.

These particular programs provide specific kinds of information and experiences which will be of help in the Community Renewal Program studies.

The Jobs and Human Resources Study in the Community Renewal Program will provide necessary information on which to base training programs for the types of jobs for which there will be a demand.

PART I. Projections of Employment Opportunities—Future Demand for Subprofessional and Nonmanagerial Jobs

A projection of future types of subprofessional and nonmanagerial jobs must be made in order to establish the necessary scope and characteristics of training programs. Eastern Massachusetts Regional Planning Project and Community Renewal Program studies on economic change will provide information on the growth potential of the various industries in the Boston metropolitan area over the next decade. This information will be available on a firm by firm basis for several industries. For other industries, refinements of the economic change data will be required.

Out of this effort will come a projection of job opportunities both vertically by industry and horizontally by type of job. For this phase of the study, a probability sample of potential employers in business, industry, government and institutions, will be selected.

A list of types of jobs for which there are currently manpower shortages will be developed. This list will include potential jobs, full-time or part-time; it will be projected forward in terms of anticipated job opportunities to 1980.

The findings of the current Boston College Manpower Development Training Act study will be particularly useful for selecting the sample and

developing the list of types of jobs. Interviews with a sample of employers will be conducted to determine current and projected manpower needs, with special emphasis on the target list of job types. Information will be gathered as to the specific qualifications required for a sample of specific jobs within each of the target job types. A summary of the list of job types will be prepared for use in other studies.

Recommendations also will be made for methods of keeping lists of job types current and auspices under which that inventory can be kept.

A special aspect of this study will be an examination of tasks which need to be done but are now neglected or now unfilled because of inadequate pay. Of special interest will be opportunities in municipal services. The principal purpose of this effort is to establish whether these tasks can be performed by people who are candidates only for part-time or intermittent employment—housewives, for example, and retired persons among others.

It is essential to point out that this phase of the study cannot content itself only with projections of the future or opportunities in growth industries. It must be concerned as well with the immediate job opportunities wherever they are, and with personnel shortages in industries where growth is not foreseen. To these industries the same techniques of analysis will be applied.

PART II. Analysis of Requirements of Employers

In order to assess the factors responsible for the actual hiring, samples of specific job openings will be selected:

1. A sample of previous job openings which were subsequently filled will be studied to determine how they were filled, with what kind of person, where he came from, and where he was trained, and how closely his qualifications fit those required.

2. A sample of current openings will be followed for a period of six months to determine what openings are filled and by whom; that is, with what kind of person, where he came from, if and where he was trained, and how closely his qualifications fit those required.

Consultation with a representative sample of employers will be held to establish what changes, if any, could be made in their recruitment, hiring, training, and up-grading programs to enable them to employ deprived and disadvantaged people. The kinds of support, monetary or other, which these employers would require if they were to carry out changes in their hiring and up-grading programs will be explored; a design of such a helping program for one or more major firms will be formulated to be undertaken as a demonstration as soon as the study of Community Renewal Program is completed.

PART .III.. Review and Recommendations for Public And Private Training Programs

In order to determine what happens to people who come out of training programs, and the relevance to actual work obtained, samples of segments of the labor force will be analyzed: unemployed adults, school drop-outs, graduates of academic high schools without further training or education, graduates of special vocational training programs, and graduates of technical training schools or programs, among others.

A sample of unemployed persons who applied at the State Employment Service during the year 1962, and who were not placed in a job by the State Employment Service, will be studied and traced to determine their level of skill and education, what employment experience they had at the time of the application, and the employment experience they have had since. Samples of 1960, 1961, and 1962 drop-outs from the Boston Public Schools will be selected, traced and studied, to determine

what, if any, job skills they have acquired subsequent to dropping out of school, and what, if any, employment experience they have had since that time. Samples of each of the other labor force segments referred to above will be selected and studied in the same way. If it is methodologically possible, underemployment as well as unemployed persons will be included in these samples, since the former also are potential candidates for training programs.

An inventory of the public and private training programs in the city will be made, with particular emphasis on the programs of the public school system. These programs will be evaluated in light of the findings of Parts I and II above.

Recommendations will be formulated for changes and additions to training and hiring programs, and for other social and vocational services needed to bridge the gap between required skills and the abilities of the unemployed or underemployed. These recommendations will take into account employer training programs and programs underway and planned by agencies such as the Massachusetts Rehabilitation Commission, the Manpower Training and Development Program, the State Employment Service and private agencies.

PART IV. Implications for Physical Facilities

The expansion and/or revision of programs will have implications for the types and locations of private and public vocational training facilities. The size and location of the new School of Business Education proposed by the School Committee will depend in part on the programs to be taught.

This study on Jobs and Human Resources should indicate insofar as possible the implications for the location, size, priority in construction, relation to other facilities, etc., of both private and public training facilities.

IV. HOUSING—REHABILITATED AND NEW

GENERAL STATEMENT

One of the key objectives of Boston's Development Program is to rehabilitate the city's residential neighborhood through the improvement of existing and the construction of new housing.

In the last three years considerable progress towards this objective has been made. The Boston Redevelopment Authority has already undertaken the task of stimulating rehabilitation in renewal areas; in other parts of the city rehabilitation is going ahead under private auspices. New housing also is being constructed in locations and for income groups that have not been served before. Extensive experience has been gained in the process - on financing, disposition, building materials, and other elements of the job of constructing new housing.

These beginnings must now be extended throughout the city on a widespread basis. The process of rehabilitation and housing production must be rationalized and applied wholesale. That is the task ahead.

It is mainly a task of "doing". But in the process of "doing" so far, questions have come up which can benefit from investigation in the Community Renewal Program. Furthermore, it is apparent that the need for improving housing in the city is vast and the resources for tackling the task limited. How can these resources, public and private, be expanded? What kinds of legal or administrative changes are required to make good housing available to more of Boston's people? Where should the city put its efforts to do the most good for housing? It is to these questions that the Community Renewal Program Housing Study will be addressed.

Housing is not an abstract commodity. It has utility only to people—specific people with specific needs. A program for improving housing must be in tune with people's aspirations and their capacities to achieve them; otherwise, the people vote for the suburbs by moving, as 100,000 of Boston's residents did in the decade 1950-1960. Therefore, the Community Renewal Program Housing Study begins with an estimate

of what the demands for housing of Boston's residents is likely to be in the coming years. It then looks at the obstacles in the "market mechanism" which impede their obtaining the kind of housing—obstacles like lack of information, social prejudices, low income. It cursorily examines the existing housing in the city, suggests types of housing for which there is likely to be continuing demand, and states a housing policy for the city.

Finally, the Housing Study looks in detail at some processes of rehabilitation and new housing production in order to identify changes in codes, new legislation regarding financing, and other techniques which can help to expedite rehabilitation and the production of new housing on a widespread basis.

1. Housing Options: What do people want and what can they get?

- (a) Develop methods for estimating population flow into, out of, and within the city.

People are moving around. Who is moving into and who out of the city's neighborhoods? How many people? What are their characteristics? At present the decennial census is the only source of this information. It is important to know this also for the years between censuses. This phase of this Housing Study is closely related to the "Profile of Neighborhood Change" study, and may in fact be developed in it.

In order to make estimates of future neighborhood populations, consideration must also be given to the factors affecting housing choice. Why are people moving?

- (b) Review the future employment pattern (this will be obtained from Economic Change studies) to ascertain type of employment and income, and relate this to the type of population and its requirements for housing in various parts of the city.
- (c) Identify social values and other special variables

which affect housing choice and define the local market, such as attracting institutions (City Hospital for the disabled and for interns and nurses), ethnic identification of areas, etc.

2. The Market Mechanism: For whom does and does it not work?

- (a) Minority Groups: Survey and analyze the existing pattern of residence of Negroes and other minority groups, including an appraisal of the effects of social barriers on free housing choice. (This has been largely completed.)
- (b) Low Income: Determine the type and approximate number of people who are not adequately served by the private market.
- (c) Lack of Information: Do people know how to look for housing? Are prospective householders aware of the possibilities open to them? Would a municipal clearing-house for housing information be useful for low-income and elderly, for relocatees, for people wanting to invest in rehabilitation?

3. The City's Housing Supply: Present and future.

- (a) Record new construction, demolition, conversion in various parts of the city to update 1960 Census of Housing; develop current inventory of number and characteristics of housing units and methods for keeping this inventory up to date.
- (b) Develop sampling techniques for determining and projecting the utilization of housing in various parts of the city; i.e., vacancies, cost, etc.
- (c) Identify the potential for rehabilitation.
 - (1) Suggest areas and building types attractive to persons interested in rehabilitation. Indicate bases for selection.
 - (2) Develop criteria for selecting priorities among areas for public assistance for rehabilitation.

- (3) On the basis of Historical Conservation, Municipal Housekeeping studies, and other Boston Redevelopment Authority work, define the city's objectives for rehabilitation, as opposed to requirements of housing, building, and other codes.

- (d) Estimate additions needed to present housing stock.

On the basis of the goals stated in the Development Program, the guidelines of the General Plan, and the analyses of the Community Renewal Program, make proposals for additions to the housing stock for public and private housing, sale or rent, various family sizes, and in various general locations.

4. The Production Process: Rehabilitation

- (a) This is now going on in the city under three auspices: public housing, private housing with public guidance, and private housing with no public stimulus. These three approaches will be reviewed to ascertain the volume of rehab, the prerequisite conditions (vacancies, stable neighborhood, or in transition upward, etc.), the potentialities for accomplishing more, and obstacles in the way of doing so.
- (b) One of the crucial items in rehab is its cost. This study will examine at least three aspects of rehab costs to see how they might be reduced:
 1. Materials: Prefabrication, mass ordering or installation.
 2. Financing: Are present programs adequate to meet owner's ability to pay? What new aids are required; e.g., special private risk funds?
 3. Codes and Standards: Can these be modified to reduce costs and reach a greater potential market?

- (c) Rehab is a private activity and depends on consumer interest in undertaking it. This Community Renewal Program study will establish techniques for large-scale (sample) family surveys in rehab areas to provide guidelines on rehab attitudes, ability to pay, etc. Also, the Community Renewal Program will evaluate the services currently being provided to consumers in rehab and improvement areas, and recommend ways of making these services available on a widespread and less intensive basis.
- (d) Rehabilitation of a neighborhood is more than the fixing up of a house. Public improvements and services must be available or provided to sustain the private efforts. What are the requirements for public improvements? What level of services must be maintained? How do other local policies; e.g., tax, affect rehab? This aspect will be related to Community Renewal Program studies on Recreation, Municipal Housekeeping, Financing among others.

5. The Production Process: New Housing

The production of new housing involves:

- Sites.
- Technology.
- Organization of the construction process.
- Financing.
- Design.
- Codes and standards.
- Public services and improvements.
- Public policies; e.g., tax.

Each of these will be examined to determine if any obstacles to expediting production exist. Solutions to be examined may include, among others:

- A housing land bank.
- Creation of special private fund on neighborhood basis for financing new construction.

6. Requirements for Achieving Objectives

- (a) Fiscal requirements, private and public.

The level of private investment required to maintain rehabilitation and new housing production at desired level will be assessed, and the adequacy of present sources, financing techniques, etc., determined. New ways of tapping funds will be suggested, if necessary.

Requirements for public expenditures related to housing will also be determined, in part, on the basis of other Community Renewal Program studies; e.g., Municipal Housekeeping.

(b) Legal and Administrative requirements

A summary of the proposals developed in the course of this study will be prepared, suggesting changes in codes, new legislation, new forms of services such as a municipal clearing-house on housing; special programs to expand housing opportunities for minority groups, etc.

The Community Renewal Program Housing Study will be carried out by the staff of the Boston Redevelopment Authority, with assistance from consultant(s) on methods and special aspects on a per diem basis. Stimulation and direction on this subject is also expected from one of the "idea men" described in the Community Renewal Program organization.

V. PROFILE OF NEIGHBORHOOD CHANGE

GENERAL STATEMENT

A city's development program has to be flexible. It has to be continually sensitive to changing conditions in various city neighborhoods. Thus, commitment can be varied as conditions warrant.

Faced with a multitude of pressing demands for immediate action and with limited resources from which to respond, development officials must establish priorities among programs. To set priorities, they must have accurate information on needs. When actions are taken, and these actions favor one geographical area or one segment of the city over another, sufficient justification of such action must be available.

From time to time it is necessary, too, to measure the progress that a city is making toward its goals. It is necessary to examine the impact of specific actions on particular areas to gauge the usefulness of such actions.

Most important, there must be a continuing calibration of the city's pulse—a tale of its changes which public officials and civic-minded citizens can read to know what to do next.

At the present time, means of ascertaining annual change in the economic and social characteristics of Boston's neighborhoods are not available. Comprehensive information becomes available only once every ten years, two to three years after the decennial census, and then some of that information is of questionable reliability, and because of changes in reporting, only moderately consistent.

The need is for accurate and up-to-date information about the physical, social, and economic state of the city and its neighborhoods at any point in time. The need is for data which is of use to decision-making, which is gathered regularly, which is aptly arranged, and which is readily available to those who need it.

Objectives of the Study

The purpose of this Community Renewal Program study is to determine the kinds of indicators of change which decision-makers can utilize; to ascertain whether those indicators can be prepared on a continuing basis; to set reliable and consistent methods for composing and presenting indicators, and to propose organizational structure for accomplishing this service. In short, to design and test a process.

Method

- I. Select the indicators of change which will be appropriate to decision-making in the development process.

The first step is to do intensive interviews with principal public officials and private citizens whose work routines are of significance in the development processes. A review of literature on development processes and correspondence with successful decision-makers in other cities will be conducted.

The purpose of this effort is to sift out of a wide range of experience those indices of change which practitioners of development feel would be crucial to effective decision-making in support of growth.

The indices could consist of changes in delinquency patterns, changes in assessments, increased sales in local retail outlets, increase in vacancy rates or in car ownership, or liquidations of small businesses. There may be a host of other factors. The essential point is that this research should carry no bias in favor of existing data nor manifest any reluctance to explore possible new indices.

- II. Do a reconnaissance of existing research and survey operations to establish availability, in pure or synthesized form, of the desired indicators.

This step involves an intense scrutiny of all data on city conditions coming into city, state, and local federal and private agencies. This scrutiny should

establish which indicators are now available.

- Some of the indices may be available in existing surveys without change.
- Some data may be available with refinement or rephrasing.
- Other information may be useful only through synthesis, or by combination.

The caveat in this effort is reliability, validity, consistency, and continuing availability.

This step will conclude in a statement of the indicators available from existing surveys.

III. Create ways of gathering new data for desired indicators.

It is anticipated that several of the desirable indicators of change are not now available to decision-makers through any existing research or survey processes carried on in the city. For these indicators the study must achieve a method of collection.

- A. Office and field analysis will be done for each proposed indicator to establish information sources.
- B. Techniques will be suggested to capture information on a continuing basis. One-time studies from anywhere in the nation will be examined for clues to method. The query will be: Can the desired indices be collected either in pure form or in form usable subject to rephrasing, synthesis, or combination?

IV. Assure the continuous presentation of indicators of change decision-makers.

Whether created fresh or available now in existing data, the desired indicators must be:

- 1. Effectively arranged in format and measured for speedy interpretation in decision-making.

2. Continuously available.
3. Reliable and valid, and consistent.

To assure these goals, the Community Renewal Program study must recommend in detail the route from raw form to presentation.

- Who should collect what particular information, and what physical means shall be used for collection? This question to apply both to created indices and to existing indices.
- What statistical processes shall be established to construct indicators out of crude data, and who shall be responsible for this construction? In this connection, it is understood that some of the information may be directly translated into indicators.
- What form shall the indicators take for presentation to decision-makers?
- What administrative process shall be established to assure both regular and emergency transmission of indicators to the various practitioners?

V. Examine the application of electronic data processing to the continuing profile of changes.

If it is found that a usable profile of changes can be presented on a regular or emergency basis to development practitioners, then the study should investigate the use of computers.

The question is to what extent computers can be employed in:

- (a) Collection and arrangement of data.
- (b) Construction of indicators.
- (c) Transmission of information.
- (d) Memory.

Computers will not be considered unless faith in the indicators is firm.

In regard to computers the study will determine:

(a) What speeds and storage capacities?

(b) Shall service be contracted, rented, purchased?

VI. Test the hypothesis: The first Profile of Neighborhood Change.

To this point the study has worked its way by induction. A hypothesis has been created; it must now be tested.

The test should be of all of the indicators. It will have to cover a reasonable period of time, and it may have to operate on some assumptions as to past years. For that reason, the test has limits.

The test should establish the sureness and swiftness of the method and the usefulness of each indicator.

It would be advantageous for the test to cover the entire city, and thereby present in complete form the first profile of neighborhood change.

VII. Estimate costs and make recommendations.

The final task of the study will be to compare costs to returns.

It may be that although the indicators are useful, the cost of production is too great to sustain the effort.

The study should be prepared to consider alternatives—a lesser number of indicators; a greater tolerance of error, a lesser distribution. It should do a cost and return balance sheet for each alternative.

In this connection, burdens other than dollar costs may have to be weighed. How regularly can certain field surveys be performed? What are the problems to existing survey and research groups of providing desired data? Can trained personnel be found to perform the service?

A study of process such as this must not be biased

toward a favorable recommendation. It must be coldly objective at every step.

It must never become another mad gallop into computer seas; it must not produce what no one uses. Above all, it must understand process in the context of the city as it is and the goals of development as they are stated. Always, the question must be written large—does this indicator tell a story about change in the social, economic, political, or physical cloth of the city?

VIII. Sample of characteristics which will be examined:

Characteristics of Physical Structures

- Land use.
- Building conditions.
- Vacancies and abandonments.
- Occupancy.
- Building facilities.
- Market values.

Social Characteristics

- Population
- Age-sex distribution.
- Birth/death rates.
- Family sizes.
- Schooling—enrollment in school or years completed.
- Housing:
 - Renter or owner.
 - Dollar rent paid.
- Car ownership:
 - Mode used in journey to work.
- Welfare rates.

Economic Characteristics

- Individual characteristics:
 - Income.
 - Labor force status.
 - Weeks worked.
 - Occupation.

Business Characteristics:

Number of firms in each category.

Employment by firm.

Sales by firm.

New stores, expansion, vacancies,
business failures.

VI. RECREATION

GENERAL STATEMENT

At the end of the last century Boston was in the forefront of the nation in the development of a comprehensive park and playground system. Open spaces acquired at that time still serve as the major recreation areas in the city. Since then land acquisition for park purposes has been on a spotty, piece-meal basis. Facilities in the city have also not been utilized to best advantage because well planned and staffed programs have been lacking.

In recent years the Metropolitan District Commission has taken over a number of the city's recreational areas. The over-lapping of functions and jurisdictions of the city and the Metropolitan District Commission has led to a duplication of facilities in some areas and a dearth in others.

Past Studies

1950 Boston Planning Department-Preliminary
General Plan for Boston

This is the last official general plan carried out on a city-wide basis. Since then, only unpublished district and city-wide plans have been developed.

1955 The Boston Municipal Research Bureau-Boston's
Recreation Needs

The report covers many phases of planning operations, staffing programs and facilities. The recommendations of the study are mainly organizational, and for the most part are still valid; few have been carried out.

1956 Metropolitan District Commission-Development
Program: Parks, Reservations, Recreational
Facilities

A comprehensive report for the development and

improvement of facilities operated by the Metropolitan District Commission.

1963 Boston Redevelopment Authority-Renewing Boston's Municipal Facilities

Capital Improvement Program 1963-1975 outlines the major expenditures for the improvement of existing facilities and for the construction of new facilities owned and operated by the City of Boston.

The Proposed Recreation Study

There is a clear need for a comprehensive study of both recreation programs and facilities. Past studies are either out of date or cover only a limited aspect of the recreation problem.

This proposed study in the Community Renewal Program will prepare a detailed program for the development and operation of regional and local facilities within the city—a program which updates past studies and ties together project plan proposals and the Capital Improvements Program with proposals for recreation activities of public and private agencies, such as Action for Boston Community Development and the Metropolitan District Commission.

Part I. Determination of Boston's Public Recreation Objectives

1. An investigation will be made of national trends in park and recreation development. The influence of such factors as increased mobility and leisure time and other factors, which are part of the changing philosophy of recreation, will be reviewed. Heavy reliance will be placed on existing published material such as the Outdoor Recreation Sources Review Commission reports and National Recreation Association studies, supplemented by local data as available. The role of the central city in performing regional recreation functions will be considered, and the place of recreation facilities in meeting the needs of people

living in an urban environment will be given special attention.

2. Review, evaluation and conclusions of program objectives and techniques in cooperation with the School Department, Metropolitan District Commission, Parks and Recreation Department; the Boston Housing Authority, the Boston Public Library, United Community Services, voluntary social agencies, and church-sponsored recreation programs. The types of activities, desired levels of participation, and operation periods during the year will be determined.

Part II. Development Guidelines and Standards

Conclusions from Part I above will be translated into a set of guidelines and standards. These guidelines and standards will form the basis for recommending the improvement of existing facilities, and for the acquisition and development of new areas. Guidelines will be developed for the location and distribution of each type of facility and basic site and equipment requirements. Prototype designs will be developed as appropriate for such areas as school playgrounds and playfields.

Part III. An Inventory and Evaluation of Existing Facilities and Areas

1. A complete inventory and evaluation of all existing public and semi-public recreation facilities within the city as listed in Part I will be made. Inventory information will include such items as size of facility or area, relation to surrounding areas, equipment available, condition, use of facility by different age groups, staffing, cost of maintaining, etc. The work will be undertaken by field survey and review of existing records. Useful information will be gathered by a recreation "census" including the residence of people who use the facilities.

2. A review of recreational opportunities outside the City of Boston and their availability and use by Boston residents, use of Boston facilities by metropolitan population.

Part IV. An Evaluation of Potential Facilities and Areas

An investigation will be made of under-utilized lands in the city now and potentially available such as South Bay, the Islands, the Neponset Valley, the Dorchester and East Boston waterfronts, and other smaller areas to determine their recreation potential. Possible activities and facilities, development problems, preliminary cost estimates, methods of financing and timing will be investigated. The work will be closely coordinated with the City School Department, Parks and Recreation Department, the Metropolitan District Commission and other agencies and political jurisdiction.

Part V. Program Administration

1. An inventory and evaluation of all recreation programs sponsored, promoted, or supervised by departments or agencies listed in Part I.
2. Determination of the responsibilities of each department and agency listed in Part I for the recreation program will be undertaken in cooperation with these departments and agencies.
3. A review of the current staffing of the Parks and Recreation Department. Administrative questions concerning salary, duties, qualifications, use of volunteer leaders, maintenance, and in-service training programs will be investigated.
4. A review of existing state and city recreation legislation to determine if changes are needed to clarify operating responsibilities,

strengthen programs and improve operating efficiency. If appropriate, recommended legislation will be proposed.

Part VI. A Comprehensive Program of Action

The work of the first four parts will be assembled into a single report outlining a comprehensive program of action. Specific recommendations will be made for the staffing and improvement of each city-operated facility, and as appropriate for other facilities. Recommendations will be developed for the cost, budgeting and timing of the city's program.

Separate sections will be prepared for each district of the city.

Organization

The study will be undertaken by the Boston Redevelopment Authority staff and by Action for Boston Community Development. Action for Boston Community Development will prepare the sections pertaining to administration and programming, and provide general consulting and review services for other sections. The Boston Redevelopment Authority staff will prepare the other parts of the study and provide coordination with other departments and agencies.

Consultant(s) with particular skills in the recreation field will be hired on a per diem basis to review the study procedures, to assist in the interpretation of inventory materials, and to evaluate the proposed programs.

At appropriate intervals the findings and recommendations will also be reviewed by the Mayor's Recreation Advisory Committee.

VII. HEALTH AND RELATED SERVICES

GENERAL STATEMENT

Boston is the medical headquarters of New England. Private medical administrators are expanding and changing their concepts of service to the community. The Commonwealth also is constructing new facilities in the city, and undertaking new programs requiring different kinds of physical accommodations. The population of the city is changing in composition with its medical needs.

Meanwhile, in the midst of these new facilities, new programs and changing needs, the health services provided by the city have remained essentially the same. The city's health problems and the administration of the Health Department were last surveyed in 1948, and few changes have occurred in the past decade.

Action for Boston Community Development will undertake a two-year study of the public and private progress needed to meet the city's changing health needs. Emphasis will be placed on raising the levels of service in the areas having the poorest health record.

The Action for Boston Community Development study will develop the guideline for specific health programs and services to be provided by the City of Boston.

The Community Renewal Program study will complement the Action for Boston Community Development study through focussing on the facilities required to meet the city's health programs. It will evaluate the existing Health Centers and other health-related facilities in light of the proposed programs to determine what modifications are needed. It will also propose a program for the construction of new health facilities.

This study of health facilities is important for continued progressive change in several ways:

First, the health needs of the city's residents must be met if the neighborhoods are to be attractive places in which to live, and if the people are going to participate actively in the rehabilitation of their neighborhoods.

Secondly, several existing health centers are under-utilized. Before new ones are constructed, as proposed in the City's Capital Improvement Program, their role in meeting current and future needs should be evaluated.

Proposed Study

The Community Renewal Program study will deal only with facilities which provide out-patient, office call, or referred services. Insofar as some of these facilities are also concerned with recreation, this study will bear close relationship to the recreation study of the Community Renewal Program. The following will be evaluated in terms of programs and organizational structure offered by the Action for Boston Community Development study:

A. Private Out-Patient Facilities

Out-patient medical services are provided to the city's residents by nonprofit hospitals and private clinics as well as by public institutions. These private facilities will be surveyed to determine their capacity to meet future health needs, specifically in terms of:

- The services provided.
- The number and residence of persons served.
- Their plans for the future in terms of meeting out-patient needs, new clinics, or programs planned, etc.

B. Public Out-Patient Facilities

Out-patient services are available also at City Hospital in the South End, at various health centers throughout the city, and through the local public school. These public facilities will be analyzed in terms of their utilization (over-crowded, underutilized), the kinds of services provided in terms of programs proposed by the Action for Boston Community Development study, the cost and efficiency of operation, etc. The location, size, design, and equipment requirements of these out-patient facilities will be reviewed in terms of standards of national medical societies.

C. The Health Center's Role in the Neighborhoods

Office-call and referral services of a kind essential to a family's well-being, but not within the "physical health" definition, are rendered by both private and public agencies. One purpose of this study will be to determine which of these services, as proposed by Action for Boston Community Development, should be provided in multiple-purpose health centers. (Among others, legal aid, day care, new arrivals reception, emergency care.)

The health center, as a multiple-purpose vendor of social service, occupies a place in a community's life akin to recreational centers but different from schools, fire and police services. That role is one of individual service to people who seek help for some difficulty. It will be a function of the Action for Boston Community Development study to clarify the significance of that role in Boston, to contrast it with recreational centers and schools. Once done, then the Community Renewal Program study must establish criteria for locating and siting centers and standards for their design.

D. Program for Health Facilities

A program for the modification and/or new construction of public facilities will be recommended. (Also, the future role of the school department in providing health services will be suggested.) Proposals for the further development of private facilities will also be made. The study will indicate the priorities and cost in accomplishing the program.

The study will be carried out through a contract with Action for Boston Community Development.

VIII. MUNICIPAL HOUSEKEEPING

GENERAL STATEMENT

Good property maintenance, public and private, is a key factor in the city's progressive change. Adequate municipal services and well-maintained public properties stimulate high standards for private maintenance. The two combined are a support to rehabilitation, the production of new housing, the purchase or rent of existing homes, and the rental or construction of commercial quarters or factory space.

The report of the Boston Municipal Research Bureau, Improving Our Neighborhood, A New Approach to Code Enforcement, 1962, recognized the problems of conserving the city's older neighborhoods. As a result of this report, the Office of Neighborhood Improvement was established, and systematic code enforcement in one pilot area has been initiated.

Many problems in Municipal Housekeeping go beyond code enforcement, however, and still remain to be tackled. They are problems of standards, of processes, of private rights, and duties of administration, of public agencies, and of costs.

The purpose of this Community Renewal Program study is to determine what are adequate standards for public and private maintenance, how these standards can be maintained, and what new ordinances, programs, procedures, etc., are required. Above all, the purpose of this study is to suggest new avenues for solution of this age-old urban problem of "somebody else's poor housekeeping".

Specifically, the study will focus on:

1. Standards (and their adequacy) for public housekeeping and maintenance, with special attention to differentials due to varying densities, street and parking patterns, income and social characteristics, housing standards, etc.
2. Techniques for implementing these standards, including a review of current practices and equipment now used and improvements in both.

3. Standards (and their adequacy) for private maintenance as reflected in various codes and ordinances (distinguishing between minimum legal requirements and objectives and customs in different neighborhoods).
4. A review of present code enforcement programs and recommendations for changes which will contribute to effective neighborhood maintenance.
5. Techniques for encouraging voluntary improvements of private property maintenance on a widespread basis; and other new legal or organizational tools which will assist in maintaining private property (for example, a private pay-ahead scheme for periodic house-painting).
6. Implications of proposed standards and techniques for the design of streets, street furniture, parks, parking lots, and other public areas, new equipment, etc.
7. Role of private industry in providing services.

The following public responsibilities will be investigated as part of this study:

- (a) Garbage and trash collections.
- (b) Street cleaning.
- (c) Snow removal.
- (d) Rodent control.
- (e) Tree planting and maintenance.
- (f) Maintenance of public lands, public buildings and property free of trash, debris, abandoned cars, etc.

The following problems related to code enforcement will be reviewed:

- (a) Garbage storage.
- (b) Maintenance of private property free of trash, debris, abandoned cars.
- (c) Maintenance of private buildings.
- (d) Special problem areas such as rail lines, expressway embankments, etc.
- (e) Air pollution.
- (f) Water pollution.

This study will outline a program for municipal housekeeping which will:

1. Indicate the requirements for implementing the proposed public and private standards; personnel, financial, administrative, equipment requirements.
2. Recommend procedures for processing complaints, coordinating activities of various city departments, stepping up code enforcements, etc.
3. Suggest new codes, legislation or other "teeth" needed to maintain standards.
4. Recommend special programs - clean-up campaigns, self-help community organizations, etc., which can contribute to effective maintenance.
5. Recommend specific means by which continuing technical assistance can be rendered to private parties.
6. Recommend adjustments in the role of private enterprise in providing municipal housekeeping services.

The study will be undertaken by Boston College in a one-year period. As the work progresses, reviews will be held with the city's Public Works Department, Real Property Department, Health Department, Parks and Recreation Department, Fire Department, Office of Neighborhood Improvement; with appropriate state agencies, and with private groups such as the Municipal Research Bureau, Action for Boston Community Development, and the Mayor's Clean-up Committee; and state and federal agencies concerned. Field surveys will be made. Residents of various neighborhoods will be interviewed and renderers of services contacted. Practices of other cities will be checked. Staff provided by Boston College will include a person experienced in public administration, and a research analyst. Consultants experienced in code enforcement, public health, and other specialized fields will be utilized on a per diem basis.

This study on Municipal Housekeeping will have bearing on a number of other Community Renewal Program studies: Housing-Rehabilitation, Jobs and Human Resources, Financing. Close contact with these studies will be maintained.

In the event that federal funds become available, or are presently being used to carry out one or more aspects of this study (e.g., air pollution), these aspects will be deleted from this study.

IX. PARKING

GENERAL STATEMENT

Renewing the city is a process of adapting it to contemporary requirements. Boston is singularly obsolete with respect to its adaptation to the automobile. On-street parking is practiced in almost all residential neighborhoods, impeding street cleaning, snow removal, and other municipal housekeeping services. In business areas the dearth and maldistribution of parking spaces leads to double-parking and illegal parking, causing further congestion. Boston's obsolescence and blight cannot be remedied without a sound program for the improvement of parking.

The purpose of this proposed Community Renewal Program study is to define the parking needs of the City of Boston covering both the residential areas, which are one terminal of nearly all trips, and the business and industrial areas, which are the other terminal of most trips. A very important segment of the proposed Community Renewal Program study will be determination of possible and practical means of providing necessary parking for the several different kinds of terminal areas described below. Underlying the need for knowledge of the magnitude of this problem, and the means of solving it, is the fact that there are few things more frustrating to proper development and use of any area of the city than inadequate parking, hazardous to pedestrians or noxious to the eye. Older residential districts are particularly deficient in this regard.

The Eastern Massachusetts Regional Planning Project has developed transportation needs of Boston and the metropolitan area through its origin and destination studies and other studies. It will provide, on a broad zonal basis, total demand figures which can be translated into general parking needs. It will not, however, deal with the amount of parking required, the administrative problems of parking, nor will it address itself to the basic principles of establishing adequate parking areas properly connected physically to the street system. These aspects are to be the main object of this proposed Community Renewal Program study. (The Community Renewal study will not select specific sites for parking areas.)

The study will develop the following principles, standards, and programs:

A. For Residential Areas

1. Quantitative standards for residential off-street and on-street parking, both for new housing and rehabilitated housing appropriate for various areas of the city.
2. Standards of design, location and layout of various types for typical situations, which can be expected to be repetitive throughout the residential areas.
3. Administrative and economic means of providing such parking, including private corporations, public action, free or metered, night parking bans, etc.

B. For Commercial Areas

1. The general magnitude of parking required to serve areas of the city in various uses and density - downtown, local shopping centers, etc.
2. Standards of design and location in typical situations, particularly with respect to connections to the major transportation system.
3. Nature of organization, financing and administration entering into the provision of such parking and its operation.
4. General policy considerations concerning what agencies, private or public, should provide parking, and what types of facilities should be used.

C. For Institutional Areas

1. Parking standards for various types of public and private institutions in the major institutional areas in the city, including open or garage, location, and relation to other uses and facilities.
2. Policies with respect to public participation in the provision of parking for institutions.

D. For Over-All Control of Parking Activities

1. Questions of rate regulation, distribution of kinds of spaces, enforcement of parking regulations, and other parking development controls will be considered.
2. A program will be formulated indicating the amount of public and private parking to be provided, the time sequence, cost, and proposed method of financing.
3. The anticipated impact of this program on other modes of transportation and on development goals will be stated.

During the course of this Community Renewal Program study it will be necessary to cooperate with the Real Property Department, which is the public parking agency for the City of Boston; the Traffic and Parking Commission which, among other things, is charged with detailed study of specific parking locations; the City Public Works Department, whose street and highway work relates to parking matters; and the Boston Regional Planning Project.

It is proposed that this study be undertaken primarily under direct staff supervision of the Transportation Division of the Boston Redevelopment Authority. It will require assignment of approximately one and one-half persons during the one-year study period for an estimated staff cost of \$20,000. This staff will analyze whatever data is collected or is available, and will investigate legal and economic questions.

Consultation will be required for the collection of specific field data concerning present practices and the existing over-all magnitude of the problem. Legal and economic consultation may also be needed. Where applicable, the study methods set forth in the procedure manuals of the National Committee on Urban Transportation will be followed. Data collected in the course of the study will be assembled and stored in such fashion that it can be updated in the future and can be re-analyzed for specific parking projects as they arise.

X. STREET SUFFICIENCY, CLASSIFICATION AND STANDARDS

GENERAL STATEMENT

There is good evidence that one of the causes of blight is the use of streets for purposes for which they were not designed; for example, large volumes of truck traffic on shopping streets (Massachusetts Avenue) or truck traffic on residential streets (South Boston). Streets in poor repair, hazardous intersections, and congestion are other contributing causes to the deterioration of areas in the city. It is the purpose of this Street Sufficiency study in the Community Renewal Program to formulate a program to remove these conditions on a systematic and city-wide basis.

Beyond this, there is a need to adjust the city's street pattern to the expressways and other transportation facilities now under construction or planning. A plan needs to be made for the allocation of potential traffic to certain routes so that other areas and streets in the city will remain protected and stable, and so that the program for street widening and improvement can proceed on a solid foundation.

Basically, the work to be undertaken in the Community Renewal Program will consist of a classification and assessment of the existing condition and utilization of streets in the city, proposed standards for their reconstruction, and an annual program for their improvement until 1975. The classification and sufficiency data are essential to enable the city to properly evaluate street improvements and maintenance needs, and to program such activities in relation to renewal actions and anticipated changes in land uses and in the major transportation network. Once established, such data can be continually updated and always available for analysis and inclusion into renewal projects and other improvement programs. The standards which will be developed will include not only standards for the safe and efficient movement of vehicular traffic in accord with the planned function of the street, but also standards for treatment, development and landscaping, and the visual aspects of control, alignment and appurtenances which have an effect upon the integration of the street into the overall design and nature of the area which it serves.

There is now underway a federally financed Eastern Massachusetts Regional Planning Project which will develop the basic highway and thoroughfare plan for the entire region including the city. This plan will deal with major traffic volumes and overall arterial and expressway systems in the city. Primarily, it will indicate the need for new major construction and/or traffic control and regulation of such systems. This Community Renewal Program study will incorporate the data and plans of the Eastern Massachusetts Regional Planning Project for the major transportation elements of the city. Furthermore, this study proposed for the Community Renewal Program will supplement the Eastern Massachusetts Regional Planning Project by providing the basis for estimating needs on those portions of the street system which serve the major arterial system. Without duplicating data collection efforts of the Regional Planning Project, it will be necessary nevertheless to undertake considerable data collection on land service streets which constitute the greatest portion of the total mileage of the city street system, and which cannot otherwise be properly evaluated.

Significant quantities of field data necessary to this study have or will also have been collated through General Neighborhood Renewal Plan studies and Renewal Projects. In those cases, it will be necessary simply to arrange the information in standard city wide format. New data will be obtained only for those streets and areas not included in already completed studies.

This proposed Community Renewal Program study will develop the following information:

- (a) The proper classification of every street in the city on the basis of the service it provides and its utilization.
- (b) The structural, accident and traffic volume conditions on each street in the city as they relate to its ability to perform its function.
- (c) The expected changes in the function of various streets in the city as they will be affected by circulation plans developed in the Eastern Massachusetts Regional Planning Project, by land use plans developed by the

Boston Redevelopment Authority, or by other prospective changes in the city. This phase will result in an affirmative plan for the use of various streets, in particular those to be used as the primary truck routes and those intended to carry public transportation vehicles.

- (d) Standards of functional design and visual treatment necessary and proper for the various street classifications, and the extent to which the existing streets in the system are sufficient or insufficient with respect to the standards.
- (e) Changes in methods and techniques of financing and administration of the street system that are desirable and necessary, including any needed legislative action.
- (f) Program: Magnitude, sequence, and costs-for-street improvements to 1975.

Study work will be coordinated with the Eastern Massachusetts Planning Project, Metropolitan District Commission, and will be done in participation with the Boston Public Works Department. All studies relating to General Neighborhood Renewal Plan and renewal projects previously conducted by staff or consultants for the Boston Redevelopment Authority will also be coordinated.

The study will be conducted under the direct staff supervision of the Transportation Division of the Boston Redevelopment Authority, aided by the design planning staff in respect to treatment and integration of streets into the area of service. Staff requirements are estimated to be approximately one full-time chief planner from the Transportation Division and one half-time principal designer from design planning during the one-year study period for a cost of approximately \$15,000. The major data collection portions of the study will be conducted by consultants.

Consultant activity will consist of data collection, following generally the procedure manuals of the National Commission on Urban Transportation with respect to "Inventory of the Physical Street System" and "Standards for Street Facilities" whenever applicable. Additional consultation on the proper treatment and integration into land service areas will be

required. Legal aid in the analysis of administrative, financing and legal matters concerning the street system will also be necessary.

XI. UTILITIES

GENERAL STATEMENT

Boston is an old city, and one of the oldest city systems still in use is its combined (sanitary and storm) sewer system. In this century the main sewer and storm interceptors of the city have been operated by the Metropolitan District Commission. Service and trunk lines are still under the care of the city, however. The condition of many of these lines is not known. Most of the 100-year old lines have never been inspected, and the only time the city discovers their condition is when one collapses and creates a major expenditure.

Previous Studies

- 1963 Water, sewer and storm drainage, police and fire communications systems for the General Neighborhood Renewal Plan areas (excluding Downtown North and Charlestown): These studies are in progress by Charles A. Maguire and Associates; they are investigating existing conditions and will make recommendations for the improvement of these systems.
- 1962 Water, sewer and storm drainage, police and fire communication systems for the Charlestown General Neighborhood Renewal Plan area: Engineering studies carried out by Whitman and Howard and Edwards and Kelsey.
- 1961 Water, sewer and storm drainage, police and fire communication systems for the Downtown North area: Engineering studies carried out under contract with I. M. Pei Associates.

Proposed Study

The purpose of this study is to provide an evaluation of the city's major network of public utility systems (water, sewer, fire and police communication) on which the programing of improvements and capital expenditures can be based. Expenditures for these utility improvements may constitute large

demand on the city's total resources; thus it is important that their magnitude and priority be known in order to fit them properly into the city's overall program. The study will be coordinated with earlier work accomplished for the General Neighborhood Renewal Plan areas.

Scope of Study

1. Arterial Water System

- (a) An inventory and investigation will be made of existing arterial lines, generally 24 inches or larger; all high pressure fire services lines; all pumping stations; all syphons, reservoirs and storage facilities of the City of Boston. The study will include information regarding the size, materials and location of the facilities; capacities and physical condition will be determined from available data and field surveys.
- (b) An analysis and projection will be made of the past and future consumption of water in relation to the capacity of the major arterial lines described in (a) above.
- (c) Recommendations, based on the data obtained above, and on land use studies prepared by the Boston Redevelopment Authority, will be made for the improvement of the system. Approximate costs and timing of these improvements will be determined.

2. Arterial Sewer and Storm Drainage

- (a) An inventory and investigation will be made of existing truck mains and interceptors, generally limited to 48 inches or larger; all pumping stations and the approximate location of manholes serving the above described lines. Capacities and physical condition will be determined from available data and field surveys.
- (b) An inventory and investigation will be made of the city's tide gates not studied in other recent investigations. Their operating condition, and

their effect on stream and harbor pollution will be determined.

- (c) Recommendations, based on the data above and on land use studies prepared by the Boston Redevelopment Authority, will be made for the improvement of the system. Approximate costs and timing of these improvements will be determined.

3. Police and Fire Communication

- (a) An inventory and investigation will be made of all police and fire communication lines, including installation of power sources and switching terminals.
- (b) An investigation into types of police and fire communications used elsewhere will be made to determine whether or not they are appropriate and feasible for Boston.
- (c) Recommendations, based on the data above and on land use studies prepared by the Boston Redevelopment Authority, will be made for the improvement of the system. Approximate costs and timing of these improvements will be determined.

The study will be done by a qualified engineering consultant and in cooperation with the Public Works, Police, and Fire Departments. The amount of the consultant contract is based on costs experience gained in the General Neighborhood Renewal Plan and project areas.

XII. PROGRAM FOR HISTORICAL CONSERVATION

GENERAL STATEMENT

Boston abounds in buildings and areas which have historical or special value. Many of these historic sites are of national importance connected with significant events in the birth of the United States. A "Freedom Trail" linking these sites in central Boston has been established and is a popular tourist attraction.

As an old city, Boston also has buildings and areas which are significant, not because of historical events, but because they represent periods in the country's architectural and social development. The identification and evaluation of these buildings and areas can add a dimension to and vastly enrich the meaning of renewal actions taken today.

Retaining the flavor of the old Boston for the future through the judicious retention and rehabilitation of significant features of the city's past has been one of the important goals of the Development Program from its inception. In 1961, the Mayor formed the Boston Historical Conservation Committee. This Committee has undertaken to identify the historic buildings in the city which should be preserved. So far, the Committee has worked primarily in priority renewal areas because of the urgency of identifying significant landmarks in them. A survey of historically-significant buildings throughout the city is also underway and will be completed in the fall of 1963.

The purpose of the historical conservation study in the Community Renewal Program is to develop a program of activities, integrated with the city's renewal program, for the revitalization and conservation of historic buildings throughout the city. The objective of such a program is to bring Boston's rich history into active and appropriate use today.

The full content of this program will be formulated in the Community Renewal Program. It will consist, among other things, of the following activities:

I. Selection and Evaluation of Buildings, Landmarks, and Areas of Historic or Special Value Throughout the City

This inventory must be based on the purposes for which it is to be used, described below in II, III, and IV.

The identification of this inventory is substantially complete now. Charlestown, Downtown North, Downtown, and South End have been surveyed in considerable depth; the other areas of the city have been surveyed cursorily and some additional field work will be required to select areas which merit special attention. The criteria on which these surveys have been based must also be spelled out.

More important, however, this inventory must be put into a format which can serve a variety of purposes. Text, photographs, slides and possible movie film should be available for the structures and areas in the inventory. Further research and evaluation may also be required to make the inventory useful.

The first phase of the historical conservation study will also result in an exhaustive annotated bibliography of the resources available on the architectural and physical history of Boston. Much work in this area has already been done by many different groups over many years; this past work will be taken into account in this study.

II. Advice on Rehabilitation

One of the goals in rehabilitation is to retain or restore the integrity of the original structure for appropriate current uses. This study in historical conservation will develop guidelines for the rehabilitation of various residential structure types. Through pictures and sketches the original forms will be illustrated, and schemes for the rehabilitation will be prepared for the interior and exterior of structural prototypes. Historical knowledge will also be brought to bear upon the redesigning of whole blocks or streets in selected areas of the city, with a view to retaining the historical dignity while adapting the neighborhood for current life. Areas of the city which especially

merit rehabilitation from the viewpoint of historical conservation will be indicated.

Consideration will also be given to the conditions under which moving historical structures to new sites is desirable.

This phase of this study will be coordinated with the Community Renewal Program study on rehabilitation.

III. Promotion of Economic Uses

The most serious obstacle to historic conservation is the obsolescence of old structures and areas in terms of economically productive activities. And the most important task of the historic conservation study is to find, stimulate, organize and promote economic activity which will maintain the old areas.

Often historic research uncovers institutions or individuals who have ties to particular structures; e.g., the founder of Colby College, Maine, was born in an old house in Charlestown, or the printer's union has an interest in Ben Franklin's haunts. These ties can be mobilized to restore and maintain historic structures and put them to active use. In other parts of the city, like the Back Bay, the economic utility of existing structures requires broader analyses from a real estate as well as historic standpoint. Proper presentation and promotion of historic buildings and areas can turn them into prestige locations for suitable activities.

This aspect of the study will consist of identifying the types and specific structures which are threatened on economic grounds, and finding, through personal discussion and other entrepreneurial activity, potential economic uses for them. The legal aspects of historical conservation will also be reviewed, especially with respect to potential legal controls over structures not in "historical districts".

IV. Education for Local Pride and Civic Awareness

Historical material usually arouses great interest

among the residents of Boston. It stimulates local pride, strengthens neighborhood identity, and, from the standpoint of the Development Program, it assures the citizens that the Program is concerned about the continuity of the city in time.

The inventory developed as part of this study can be utilized in a number of ways for public information. It can be organized into walking tours for tourists, or presented in lecture form to civic groups or libraries or schools. The historical conservation study will organize several public presentations in the form of tours, lectures, brochures, or possibly articles for local or national publication.

The study will be closely related to the Boston Historical Conservation Committee which will review the methods and products of this study. The many local historical associations, as well as national associations like the National Trust for Historic Preservation, will also be contacted for advice and resources as appropriate.

The study will be carried out by the staff of the Boston Redevelopment Authority. Consulting services will direct and supplement staff efforts. This Historical Conservation study will collaborate with the Housing (rehabilitation) and the Economic Change (tourism) studies in the Community Renewal Program in areas of mutual concern.

XIII. SURVEYS - LAND USE AND CONDITION

GENERAL STATEMENT

It is proposed in the Community Renewal Program to prepare city-wide data and maps of land use and building condition. This is essential for programing rehabilitation, new housing, and economic activity.

Much basic information essential to city-wide renewal has been gathered recently in the ten General Neighborhood Renewal Plan areas. For them, building condition and land use surveys have been completed and mapped.

However, for the Improvement Areas, with the exception of Dorchester, no surveys have been made by the Boston Redevelopment Authority. The last land use survey of these areas was made in the late 1950's by the Boston City Planning Department. These have not been mapped in a uniform format, and they are not sufficiently current or detailed for renewal programing purposes.

Proposed Study

Part I. Land Use

Survey data of interest for the Community Renewal Program which is available from agencies other than the Boston Redevelopment Authority will be collected. In particular, the land use surveys and studies, which have been initiated recently by the Eastern Massachusetts Regional Planning Project, will be utilized and combined with those already in the possession of the Boston Redevelopment Authority. Any gaps in the land use information will be filled by field surveys.

It is anticipated that field work will be required to supplement Eastern Massachusetts Regional Planning Project land use data in all the Improvement Areas except Dorchester. Information will be gathered and tabulated on a parcel and block basis. An inventory of vacant

unutilized, and tax title land and facilities will be included. If base maps with parcel lines become available, they will be used for mapping the land use data; otherwise, existing base maps at four hundred feet to the inch showing blocks will be used. A generalized city-wide existing land use map will also be prepared, both for display purposes and for reproduction.

The field work, tabulating and any mapping will be done through a consulting contract. Boston Redevelopment Authority staff will supervise and will make spot checks to ensure accuracy.

Part II. Building Condition

Comparatively little work is needed to complete the study of building conditions in the city, since the surveys of the areas which are known to be more severely blighted than the rest have been finished. What remains to be done is to identify dispersed, small pockets of blight which may exist in the Improvement Areas, and to prepare a city-wide map which provides a context for evaluating particular areas. The first step toward this end will be the collection and recording of information gathered previously by the Boston Redevelopment Authority and other agencies, particularly mapping of the data on building conditions in the 1960 United States Census. This information will be recorded on a block basis for the city as a whole, and on a census tract basis for the metropolitan area.

Field work will be required to supplement available information on condition, especially for non-residential areas of the city outside of the Downtown area. Evaluation of the condition of industrial and commercial facilities will be based in part on the potential re-use of these areas. For this part of the study, the findings of the Economic Change Study will be invaluable.

Part III. Analysis of Vacant and Unutilized Land

The inventory of vacant and unutilized and tax

title land compiled under Part I will be analyzed in terms of ownership, zoning, topography, availability, size of parcel, etc. The best utilization will be determined in the light of proposed surrounding development. This analysis will be carried out by Boston Redevelopment Authority staff.

Part IV. Continuing Surveys

A method will be developed and proposed for recording the data to be obtained in Parts I, II, and III above in such a way as to update it regularly and to revise maps accordingly. This proposal will take into account procedures described in "Profile of Neighborhood Change".

XIV. FINANCING THE PROGRAM

GENERAL STATEMENT

Purpose of Study

The financing study is intended to examine the short and long-range impact of the Development Program and the recommendations of Community Renewal Program studies on the public and private finances of the city.

A determination will be made of the demand which progressive change will put on the city government's fiscal resources, its manpower, and its administrative structure. Ways and means of meeting the demand within appropriate time periods will be recommended, and the return to the city from growth will be compared with costs.

An estimate will be made of the call which progressive change will make on private markets, corporate investment, and voluntary agencies' resources. Ways and means of responding to this call within appropriate time will be offered.

The thrust of the study is twofold:

1. Toward a comprehensive summary of impact, interaction and return.
2. Toward an imaginative approach to the discovery and use of all possible resources to accomplish objectives.

Information and Methods

The study will commence with examination of the city's fiscal resources, as administrative processes, and the private sector's financial and investment structure. Out of this analysis will come data and questions bearing on other Community Renewal Program studies-caveats, analytical tools, questions to be resolved.

As each Community Renewal Program study is completed, its recommendations will be fed into the financing study hopper. Economic change proposals, housing recommendations,

improvements in public services—each of these studies will have its financial truths which must be adjusted to each other in terms of what can be done in the next decade.

The General Plan, the city's annual development programs, specific urban renewal plans, the Capital Improvements Program 1963-1975, the workable program—these and their implications are further statements of change which must be reconciled within the Community Renewal Program in terms of requirements on and return to the city and to private investors. The Redevelopment Authority's Handbook of Revenue Sources, summarizing available revenues for particular public programs applying to the city, will be a stepping off point for a methodical analysis of all possible sources of help. Also other pertinent research and records, such as those of the Assessing Department and the City's Collector-Treasurer, will be surveyed.

Estimates of future costs and revenue sources will be based both on a regression analysis of trends to 1975 from the base period 1951-1963 and on an analysis which relates these trends to population served, income of population, employment in city, impact of Development Program, etc. Discussions with pertinent officials and the detailed knowledge of public and private finances held by the study staff will be used to modify projections of base period data.

1. Analysis and Projection of Levels of City Services

General analysis will be made of the range of services now provided by the city government, the importance of each in the operating budget, and the costs to the individual citizen-taxpayer expressed in tax rate or per capita figures for broad categories. Changing trends in these will be outlined and comparisons with other cities made. On the basis of recommendations of other Community Renewal Program studies, other city studies, and other Development Program statements, a summary synthesis will be made of the future realignment of these services:

- The re-allocation of functions among city agencies on a logical basis for operating economy and efficiency.

- Reduction or elimination of outmoded, unnecessary or duplicatory services.
- Impact of new public and private investment on existing operations.
- Justified transfers of functions to other governmental jurisdictions.

Suggestions will be made of how to accomplish these recommendations, and outlines of suggested legislation and/or administrative orders will be prepared.

On the basis of Development Program, General Plan, and the Community Renewal Program studies, proposals will be made for services not now provided by the city for which demand now exists or is likely to arise by 1975. Opinions will be stated as to the justifications for the city assuming these services, including estimates of costs and returns. This will include expansion and upgrading of present services which may be inadequate. It is not the purpose of the study, however, to analyze the operations and management of each city department nor to evaluate the administrative effectiveness of departments.

2. Projection of Operating Costs

Projections will be made of overall annual operating costs including drains on city resources such as Massachusetts Bay Transportation Authority, Metropolitan District Commission, etc., based upon:

- (a) Current trends assuming minimum change.
- (b) The assumption that recommended reorganization of services, construction of capital improvements and other renewal action in accordance with Development Program, General Plan, and Community Renewal Program objectives are achieved.

3. Projection of Capital Expenditures

Expenditures for capital improvements on the part of the city, the Massachusetts Bay Transportation Authority, Metropolitan District Commission, etc., will be

projected on the basis of information obtained from the respective agencies. (An analysis of city borrowing will be provided by the Boston Redevelopment Authority staff.) Yearly reimbursements due under current state and federal legislation will be calculated to enable a yearly projection of net funds required from city revenue.

4. Projection of Tax Base

The city tax base will be projected estimating annual losses and gains in real property values both by current trends and by anticipated Development Program stimulation. This phase will be particularly coordinated with Community Renewal Program Housing and Economic Change studies. It will include estimated taxable increases in property value caused by rehabilitation and upgrading of property as well as new construction. Analyses will be made of the application of alternative property tax formulas to Boston, of the trend toward tax-exempt uses of land, of the potential impact of the use of Ch. 121A, and of the potential development of a "land bank". The effect of temporary loss by Boston Redevelopment Authority acquisition of land pending redevelopment will be considered. Legal effects of yearly tax base level on debt limits will be related to analysis of city borrowing provided by Boston Redevelopment Authority above, including estimates of taxable personal property. In the projection of tax base, it may be necessary to develop new and better methods of making such analysis and projections. Development of these methods will be a first step in the effort.

5. Impact on Future Property Tax Rate

Analysis and projections to 1975 will then be made of the annual property tax rate, based on calculations of changes in tax base, changes in operating costs, and in capital funding. Consideration will be given to possible new sources of revenue and realistic evaluations as to what, when and how much the city could expect. Present sources will be analyzed to project possible increases. These include state and federal distributions, reimbursements, excises (including Ch. 121A property excises) and fees. The possibilities and limitations of

increased rates for these non-real property taxes will be evaluated.

6. Requirements for Private Investment

Necessary private action as proposed in the Development Program, General Plan, and Community Renewal Program studies and renewal project plans will be reviewed from the standpoint of:

- Estimated investment of funds and other resources.
- Impact of investment on local corporate structures, banking, and other financial institutions
- Impact of private commitments on construction and development enterprises.
- Capacity of these various private enterprises to meet the demands and alternatives under which they can meet the demands.
- Impact on voluntary agencies and their capacity to meet demands.

It may be that the private sector needs only minimum attention, its capacity on appraisal being ready to the task. On the other hand, significant change in economic, social, physical patterns may mean sizeable adjustment in private effort. In the latter case this study will have to suggest imaginative proposals for adjustments in private mechanisms.

7. Financial Program

A financial program for implementing the Development Program will be prepared. It will consist of a revised local Capital Improvements Program, proposed capital spending by other governmental jurisdictions, recommendations for potential new sources of revenues, transfers in functions between governments, borrowing, tax collection procedures and fiscal practices, proposed new legislation or administrative practices, and other public measures required to carry forward the objectives

of the Development Program. This financial program will be stated in terms of a yearly sequence of actions. For the private sector changes in investment and money management mechanisms and structure may be proposed with suggested timing of such changes.

8. Organizational Structure and Costs

The work will be performed either by the Boston Municipal Research Bureau or by private consultant under contract to the Boston Redevelopment Authority. (The Boston Municipal Research Bureau will provide a continuing advice on tasks and techniques and findings of the Study.) Liaison with the Boston Redevelopment Authority will be maintained throughout, and review undertaken by the Capital Budget Office of the Boston Redevelopment Authority and the City Supervisor of Budgets as necessary.

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ACTIVITIES ALREADY COMPLETED OR IN PROCESS

GENERAL STATEMENT

The Boston Redevelopment Authority and, prior to 1961, the Boston City Planning Department have engaged in several studies and activities which are frequently part of the Community Renewal Program. These previous studies and on-going activities satisfy several of the "Basic Requirements for Community Renewal Program" (LPA Letter #276). These on-going activities will be described below under the headings of work items listed as "basic requirements" in the LPA Letter.

1. Need for Renewal

(a) Identification of Community-Wide Renewal Needs

In 1958 and 1959 the City Planning Department prepared "district plans" for each section of the city, noting conditions of blight and preparing plans for the improvement of each area. In 1960 federal funds were obtained to undertake surveys and planning in eight General Neighborhood Renewal Plan and two project areas. On the bases of District Plan analyses these ten areas clearly required the most immediate action and represented the sections which would involve the greatest amount of urban renewal. Six additional areas in which conservation measures would be the main type of action were designated Improvement Areas.

In 1961 extensive surveys were undertaken in the ten General Neighborhood Renewal Plan areas. Building conditions and Land uses were surveyed on a parcel-by-parcel basis. Under a data processing contract with CEIR, INC., this information was matched with Assessing Department records to obtain information on ownership, size, valuation, and taxable status. It was used for measuring the extent and degree of physical blight and deterioration, for mapping land use and building condition, and for other planning purposes.

Under the Community Renewal Program land use surveys are contemplated for the remaining portion of the city, primarily the Improvement Areas, except Dorchester which has been surveyed. Documentation of structural blight is presently adequate for indicating whether there is need for residential renewal. Further analysis of structural condition, especially commercial and industrial, will be carried out in the Community Renewal Program.

Environmental blight has also been analyzed to some extent. Circulation patterns, traffic hazards, and needed improvements were studied in the General Neighborhood Renewal Plan areas under contract with Wilbur Smith and Associates. The Community Renewal Program will extend this information throughout the rest of the city through studies of Street Sufficiency and Parking.

Engineering studies of the conditions and needed improvements in the utility system have been conducted in the General Neighborhood Renewal Plan and project areas. These will be extended to the rest of the city under the Community Renewal Program.

One important study pertaining to community facilities, the Harvard University study of Boston's public schools, was completed for the entire city in 1962. This evaluated present building conditions, analyzed present and future student enrollments, and made recommendations concerning the construction of new schools and the closing, repair, and consolidation of others.

A comprehensive study of police protection and police facilities was conducted in 1962 by the International Association of Police Chiefs. Several studies of fire station requirements have been done too. Under state and federal auspices a study of waste disposal will be underway soon. The Community Renewal Program will carry out the balance of the studies needed to program the renewal of public services and public facilities; i.e., Recreation, Health Facilities, Municipal Housekeeping.

(b) Analysis of Types of (Appropriate) Renewal Treatment

In various parts of the city experience is now being gained in different types of renewal treatment. Clearance projects have been in execution for some years; the West End, New York Streets, and the Government Center. Experience in rehabilitation is being acquired in Washington Park, the South End, and Charlestown, where major sections of each project involve this approach.

The Dorchester Improvement Area presently includes a pilot project which will rely heavily upon code enforcement measures. An Office of Neighborhood Improvement site office has been opened in Dorchester, and numerous meetings have been held by Authority and Office of Neighborhood Improvement staff with residents of that section. The techniques tested here will be utilized for similar conservation treatment in other sections of the city. Several studies proposed for the Community Renewal Program, for example the Rehabilitation study, will contribute further to the kit of tools needed to achieve satisfactory treatment of blighted areas.

2. Economic Basis for Renewal

(a) Analysis of Economic Patterns and Trends in the Community

(b) Forecasts of Growth and Change in the Non-residential Sector of the Local Economic Base

The Massachusetts Transportation Commission, using Housing and Home Finance Agency and state funds, is now engaged in a major metropolitan economic base study which is expected to provide general estimates of the city's economic future.

The Boston Redevelopment Authority has also engaged in a number of economic studies for specific renewal areas. Market studies have been done in eight General Neighborhood Renewal Plan and project areas by Larry Smith and Company. These consisted of analyses of economic

activity, projections of future land use and floor space requirements, and recommendations concerning types of development. A special study was done of the Downtown area by Robert Gladstone. This analyzed retail and other types of economic activity in the light of information on the metropolitan area and made projections concerning the future market for office space, housing, and other uses. A comparable study of the Waterfront project area has been made by Brown, Harris and Stevens.

The Authority staff has also completed a survey of vacant land for the ten General Neighborhood Renewal Plan areas and Dorchester. This information is presently being reviewed and a list of potential commercial and industrial development sites is being drawn up for use by the city in attracting new construction.

In the Community Renewal Program it is proposed to undertake further extensive work on the future of the Port of Boston and on the prospects for and means of generating additional activity in the city.

(c) Forecasts for the Prospective Supply of and Demand for ... Residential and Related ... Uses

Objectives in terms of the additional amount and type of new housing have already been established in some project areas. The market studies of Downtown and the Waterfront included specific estimates. The Chester Rapkin study on the feasibility of rehabilitation provides much valuable information concerning the potential market for new and improved housing in the Washington Park area.

In anticipating geographic shifts of the population as it would affect the supply of housing, several types of information are already available. An analysis of Census population figures has been made, comparing totals in 1950 and in 1960 in each General Neighborhood Renewal Program and Improvement area, indicating age composition, family income, and housing condition. In addition, the Family Relocation Department maintains figures upon present and projected numbers of families and individuals to be displaced. This information

will be further analyzed and developed under the Community Renewal Program housing studies,

The information at hand is sufficient to justify the program for new housing proposed in current renewal project plans. Beyond this, the city must look to the Community Renewal Program housing study for guidance. The Community Renewal Program study on Housing will develop additional information on the market for new and rehabilitated housing. Community Renewal Program facility studies will estimate future requirements for related public facilities.

3. Goals for Community Renewal

The Development Program has had since its inception a set of clearly stated goals. The major emphasis is rehabilitation of the city's neighborhoods, assuring an adequate supply of decent housing for all of Boston's residents, strengthening the Downtown areas, and increasing the tax base. These goals have provided the framework for all renewal planning activity. The Workable Program for Community Improvement has provided an annual vehicle for establishing particular objectives in relation to these goals. The forthcoming General Plan reviews and expands the Development Program's goals for the city's future.

The Community Renewal Program in its various studies will describe means and requirements for achieving these goals. It will not in itself set new targets for achievement.

4. Resources Needed and Available for Renewal

(a) Social Resources ... Citizen Participation ... and Others Needed for Renewal Action

The Development Program since 1960 has involved the active participation of many groups of citizens, organized on a local neighborhood and project area basis, according to business or professional interests, and in relation to such special subjects as minority housing, design standards, and historic conservation.

The principle of "planning with people" was enunciated by Mayor Collins in 1960 and has been closely adhered to throughout the past three years. The South End Renewal Committee has participated closely in planning for that area. In Washington Park the Citizen's Urban Renewal Action Committee held several hundred neighborhood and block meetings during 1961 and 1962 and was instrumental in obtaining resident support for rapid local approval of project plans.

The Charlestown Federation of Organizations, the South Boston Residents Group, the Dorchester United Neighborhood Associations are further examples of the active interest and participation of neighborhood groups in the renewal process.

In 1962 a Committee for the Central Business District was incorporated. It works with the Authority in preparing a plan for the renewal of the Central Business District. The Committee has raised \$150,000, established an office and staff, and financed the preparation of initial planning concepts for the Central Business District by the firm of Victor Gruen. The Boston Chamber of Commerce has taken similar initiative in the planning of the Waterfront Project.

A Mayor's Committee on Minority Housing has been established and an Authority staff member assigned to serve as liaison. A number of additional committees are also in operation, including the Boston Historic Conservation Committee, a Building Code Advisory Committee, and an Architectural Advisory Committee. The Authority also works closely with Action for Boston Community Development, a private, non-profit community organization supported by local and Ford Foundation funds to assure that social opportunities will be broadened as community renewal occurs.

A central Citizen's Advisory Committee has also been established. It is composed of representatives of neighborhood groups and other prominent citizens. The Committee meets on a regular basis with city

and Authority officials. A number of seminars have been held at which various phases of the renewal program have been the subject of panel discussions.

This approach of extensive contacts with many citizen groups will be continued throughout the Development Program.

Carrying out urban renewal in Boston has not faltered for lack of citizen participation. But it is recognized that in this city, as in many others in America, physical rehabilitation of buildings frequently is thwarted by the low incomes and social estrangement of a substantial segment of the population. For this reason the city has supported creation of Action for Boston Community Development, a non-profit and private agency charged with social planning and the development of new social programs. The Community Renewal Program study on Jobs and Human Resources to be carried out by Action for Boston Community Development will contribute directly to expanding the capacities of disadvantaged people to make use of prospective opportunities.

(b) Measurement of Relocation Requirements and Resources

One of the on-going activities of the Family Relocation Department of the Boston Redevelopment Authority is the maintenance of current and projected estimates of displacement of families and individuals through renewal action and other public action.

The Family Relocation Department also attempts to maintain an inventory of housing resources available to displaced families. Surveys are made of the size and price range of available units from periodic examinations of newspaper advertisements. A further indication of turnover and vacancies is obtained for much of the city and the metropolitan area through the cooperation of a major utility company. Analysis of data contained in the Weekly Appraisal Service is also utilized.

The Community Renewal Program study on Housing will expand information on turnover in the housing stock and provide a more comprehensive basis for determining both the supply and requirements of housing for persons to be displaced. Estimates of prospective non-residential displacement are being obtained as plans proceed in the Central Business District and other project areas. Liaison has been maintained with the federal Small Business Administration, and other types of assistance have been examined and are being used.

(c) Survey, Analysis, and Program of Action to Aid in Achieving Equal Opportunity in Housing.

The Family Relocation Department is presently completing a study of the existing pattern of residence of Negroes and other minority groups and an appraisal of the effects of economic and social barriers upon free housing choice. This information will be further developed during the Community Renewal Program Housing study. Community Renewal Program proposals for rehabilitation and new housing production will respond to the needs of these groups according to income, family size and other family characteristics.

Information concerning the availability and quality of community facilities in each area of the city will be developed through various studies to be undertaken as part of the Community Renewal Program. These will deal not only with areas with a high proportion of residents belonging to minority groups but with the entire city. Since facilities such as health centers and recreational buildings are crucial to congested areas where minority groups now live, these studies will be of particular significance to minority groups.

The Mayor's Committee on Minority Housing has an on-going, active program for seeking equality of opportunity in housing for all groups, an opportunity guaranteed by a recent state law which prohibits discrimination in almost all housing, for all groups. As further studies are made, they will be utilized

by this committee in carrying out its program.

(d) Administrative Organization and Legal Tools for Carryout Renewal Action

Among the important resources of the Development Program are the administrative, organizational and legal tools available to implement it. During the past three years several important studies have led to administrative and organizational changes within the Authority.

Under a contract with Management Services, Inc., a study was made of the Authority's organizational arrangements for carrying out family relocation services. A significant portion of the recommendations were implemented when family relocation activities in projects were placed under the control and supervision of a newly created Family Relocation Department.

The Authority has recently received the completed report and recommendations of Meredith & Grew pertaining to land acquisition policies and procedures. They are currently being studied by the Board.

It is anticipated that recommendations concerning changes in municipal administrative practices and standards and new legislation will arise from Community Renewal Program studies. The studies on new and rehabilitated housing may well yield recommendations pertaining to legislation needed to permit changes in methods of financing. The economic development studies may also produce recommendations for new administrative organization or legislation.

The Community Renewal Program study on financing the Development Program will also include legislative recommendations and proposals for changes in statutes governing Boston's fiscal practices.

It is a function of Community Renewal Program to

make proposals for changes and to suggest the effect and interrelationships of such changes. Decision to accept, reject or modify administrative structure or processes remains the responsibility of Authority and city officials who receive Community Renewal Program reports.

5. Program for Renewal Action

Since September, 1960, Boston has had a comprehensive program for renewal action, now actively being carried out in many parts of the city. This program has been re-evaluated yearly on the basis of experience; modifications in the initial program are stated in the Annual Development Program accompanying the Workable Program for Community Improvement.

Three years from now, when the studies to be undertaken in the Community Renewal Program are completed, the city will have had six years of experience in carrying out its present program. This will be an appropriate time for a fresh look at a program for action to meet the city's needs. Formulating a program then can take advantage of the information and the understanding of the city's potential derived from the Community Renewal Program as well as the six years experience gained in the field in carrying out renewal activities. The Community Renewal Program will be the base on which a new program can be founded.

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